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ABSTRACT

This document reviews the concepts and definitions related to the community services function of the community college. Problems of organizing and financing community service programs are examined, as well as problems of leadership and the question of coordination with the community and within the college itself. Several contemporary issues and challenges are discussed. The author feels that of all community college programs, the community services aspect reflects most clearly the socioeconomic structure of the community. Since community services extend the educational services to community groups that are otherwise not affected by conventional college programs, a variety of new and innovative organizational approaches are often required. This factor may in turn affect the traditional approaches of the entire college. (MC)

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community services in the community college

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AAJC Community Services Project

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introduction

This is the second year of the Community Services Project of the American Association of Junior Colleges. The project is supported by a grant from the W. K. Kellogg Foundation. The project began in the summer of 1968. It was initiated as a response to a growing awareness of a slumbering but restless tiger in our midst. The community education responsibility of our community colleges has been recognized as one of the major functions since the 1930's. The emergence into prominence was slow however, and it is just now working its way toward center stage.

A confluence of increase in the number and capability of our colleges, and community disintegration and the crisis in our society have caused the colleges to more urgently fulfill their commitment to comprehensive programs in response to community needs and interest. The community college is being identified as a major focus for the compensatory and the continuing education of adults. Our colleges are to be the centers of continuing programs of career education and of corrective and compensatory education for post high school age young men and women. The colleges are accepting the role of facilitator and catalyst as community projects are developed and implemented.

Community education is provided under many labels in our institutions. Community Services, Continuing Education, Adult Education and Evening College as well as other specialized titles are used to identify our programs. Over 700 two-year colleges carry on programs in community education. Forty per cent of these have a full-time administrator or the equivalent.

In response to this developing pattern, the AAJC Community Services Project has provided a number of state, regional and national conferences. It has provided consultants to institutions desiring assistance in developing their programs for community educational services. The project has seen the formation of the National Council on Community Services for Community and Junior Colleges. The Council's 224 charter members have joined together to fur-

ther the development of community-oriented programing and to improve communication among professionals and others concerned about community services. A monthly newsletter, *The Forum*, presents background information on community services to a wide audience. An annual directory of community services leadership is published by the Association. A series of working papers is being published to consider in some depths the problems and procedures of a comprehensive program. To date there are four working papers covering: *First Definitions and Selected Examples, Program Funding and Proposal Writing, Program Innovation and Evaluation, Effective Organization and Administration Practices.*

Nathan Shaw, editor of *The Forum* has worked with Dr. Myran in bringing this book to publication. His efforts in coordinating the publication program of the Community Services Project have been extensive and fruitful.

At this point in time, and in the development of the project, Dr. Myran's book provides a substantial addition to the literature in community college/community services. His book complements the recently published work of Ervin Harlacher, *The Community Dimension of the Community College.* Dr. Harlacher defines the problem, presents the history and describes the state of the field. Dr. Myran reviews the concepts and definitions. He then helps us to look at the problems of organizing and financing our programs, the problems of leadership, the questions of coordination with the community and within the college itself. Finally he identifies and discusses some of the issues and challenges facing us today.

This book is a major contribution to the field. It will be invaluable to administrators in developing or evaluating their own community services programs. It will provide the public with a clear understanding of the community college role in community education.

J. Kenneth Cummiskey, *Director*
Community Services Project
American Association of Junior Colleges

preface

The decade of the 1960's has been characterized by rapid social and technological change. It is in this period that community services has emerged as an identifiable component of the community college. Problems related to technology, race, poverty, and urbanization have mandated a broadening of the college mission to provide a more viable base for the development of human resources in the community. Response to this mandate is evident at many community colleges, at two levels: (1) service to the community is increasingly an orientation of the community college as a whole, and (2) the division of community services within the college is growing rapidly in terms of staff and scope of service.

Just as the development of transfer programs, vocational-technical programs, and student personnel programs have in turn been major efforts of community colleges throughout the country, it now appears that community services is erupting as the major thrust in program development for the 1970's.

The primary challenges which confront community services programs today and which will influence their development during the 1970's relate to providing increased service to the poor and to the black community, improving planning and teaching methods, and expanding communication and articulation with other "serving" groups in the community.

Of all community college programs, community services most clearly reflects the socioeconomic structure of the community, and in that sense are the least exportable and the most provincial of all programs. Since community services extends educational services to community groups untouched by conventional college programs, new and innovative organizational and instructional approaches are often required and may in turn influence the traditional approaches of the entire college. Foremost, community services attempts to "break down" the college walls and to bring the college more into the community "where the action is."

A substantial amount of the data for this text was obtained through a 1968 W. K. Kellogg Foundation-supported study of thirteen comprehensive community services programs in community colleges throughout the country. In addition, this material reflects some of our experiences during the first year of operation of

the Kellogg Community Services Leadership Program at Michigan State University, plus continuing discussions with community services administrators and faculty at various meetings and conferences.

In the pages to follow, I have tried to share with the reader these perceptions and to provide a basis for further thought and discussion regarding community services. While I did not intend to write a "manual" of community services, I did want to suggest guidelines related to what community services is and how it is done. I would hope that both practitioners and others interested in the community college might find it to be of value.

I wish to express my thanks to my colleagues, Max R. Raines and Russell J. Kleis, for their advice and assistance during the writing of this manuscript. Ervin L. Harlacher, Brookdale Community College, Lincroft, New Jersey, was most cooperative and helpful throughout the study. My thanks also go to J. Kenneth Cummiskey and Nathan C. Shaw of the W. K. Kellogg Foundation-supported Community Services Project at AAJC for making this publication possible and for bringing it to fruition.

Grateful acknowledgement is made to the following colleges — their presidents and community service administrators — visited during the 1968 study. Their excellent programs have served to illustrate the "what" and "how" of community services today. Abraham Baldwin Agricultural College, Tifton, Georgia; Cerritos College, Norwalk, California; College of San Mateo, San Mateo, California; Cuyahoga Community College, Cleveland, Ohio; Del Mar College, Corpus Christi, Texas; El Centro College, Dallas, Texas; Essex Community College, Baltimore County, Maryland; Foothill College, Los Altos Hills, California; Miami-Dade Junior College, Miami, Florida; Milwaukee Technical College, Milwaukee, Wisconsin; New York City Community College, Brooklyn, New York; Oakland Community College, Bloomfield Hills, Michigan; Rockland Community College, Suffern, New York.

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Chapter 1 Community Services: Beyond the Open Door

A friend to human race
Fast by the road, his ever-open door
Obliged the wealthy, and reliev'd the poor

Alexander Pope
The Illiad of Homer, Book VI

"Fast by the road, his ever-open door" — an apt description of the community college in 1969. The "ever-open" door of the community college is truly "fast by the road;" it opens to the streetcorners and the factories of its community:

■ A Texas community college makes available industrial courses such as a 15-hour course on "The Supervisor and Accident Prevention," in cooperation with the Engineering Extension Service of Texas A. & M. University.

■ A New York community college provides noncredit courses to increase job skills of municipal employees in cooperation with the New York City Department of Personnel.

■ A Maryland community college provides liaison services between citizen groups and local government officials. Through a series of seminars, public forums, and workshops, citizen groups learn organizational techniques, methods of fund raising, techniques of increasing membership, ways to use television and other media, and methods of effective lobbying.

■ An Ohio community college provides comprehensive educational counseling services in the Hough area, a Cleveland black ghetto. Through personal visits to homes by counselors and counselor aides, and sessions at a counseling center, clients explore career and educational opportunities. The client is then followed closely throughout his subsequent educational or work career.

■ A Florida community college provides a community recreation program which includes extension programs in ghetto areas.

■ A California community college operates a College Art Gallery which presents a wide range of exhibits during the year for the community. Fine Arts Associates, a citizens advisory committee, has been active in the development of this gallery.

■ A Georgia community college provided the leadership in the development of Project

SURGE, a program of community development for Tifton and Tift County. The spark was provided when the college called a meeting of local and state leaders to discuss the college's role in the community. Subsequently, larger meetings were held in which community leaders participated in planning for growth and development of the area, and a plan of action evolved. There are presently fourteen committees actively engaged in such areas as agriculture, business, culture, beautification, and health. The college continues to be an active participant in these activities.

■ A Wisconsin community college provides clinics on a wide range of business and industrial subjects, income tax, social security, insurance, investments, and so on.

■ A California community college employs a professional staff to assist community groups in planning activities, particularly as related to the use of college facilities. These include a supervisor of special services, a box office manager, and an auditorium manager.

■ A New York community college is developing a centralized reference library and learning resources center in cooperation with schools and libraries in its service area.

These programs, courses, and activities are illustrative of one of the basic functions of the community college: community services.

Five Major Functions of the Two-Year College

Community services is one of the five major functions of the community college. These functions may be described as (1) the transfer function: providing the first and second year of a college program which is to be completed by study at a four-year college or university; (2) the vocational/technical function: providing programs of varying lengths and forms through which students may develop or upgrade vocational competencies; (3) the student personnel services function: providing educational, oc-

cupational, and personal counseling, as well as student activity programs, financial aid, health services, food service, placement, and various related special services; (4) the general education function: providing courses which facilitate the development of the student's academic, vocational, or avocational skills through making him more aware of the world around him and his role in it; and (5) the community services function: providing programs, courses, and activities to serve those individual and community needs not best served by college degree or certificate programs.

The Double Door

Service to the community, beyond offering collegiate degree and certificate programs, has long been a major objective of the community college. Whether called adult education, continuing education, public service, community education, or community services, the objective has been to serve the community through credit and noncredit courses, counseling services, cultural activities, and a wide range of educational services which are directed toward specific personal or community needs rather than toward the attainment of degrees or certificates.

However, in spite of a long history of service, community services in the community college has evolved most dramatically in the period of rapid social and technological change which began at the conclusion of World War II, and has continued at an accelerated pace into the 1960's.

It is in the decade of the 1960's that community services has emerged as an identifiable component of the community college. Problems related to technological advance, race, poverty, and urbanization has mandated a broadening of the college mission to provide a more comprehensive base for the development of human resources in the community. The community college is being challenged to move outside its doors "where the action is." The "open door" of the community college has become a "double door;" with two-way traffic involving greater penetration of the college into the life of the community, and greater participation of the community in the life and concerns of the college.

Societal Conditions as a Determinant of Community Services

The nature and scope of community services is dictated by the environment in which the community college is located; those services appropriate in a rural setting will be substantially different than those appropriate in an urban setting.

Similarly, changing societal and economic conditions in a community may mean that those services which were appropriate in a college in 1959 are substantially different from those which are appropriate in that college in 1969. We can state with some degree of confidence what programs, courses, and activities are carried on in the name of community services today, but we can only speculate what the nature and scope of these services will be ten years hence.

Challenges and Responses

What are the challenges of our present societal condition which require new and more intensive forms of response from the community college? The listing below is by no means exhaustive, but does suggest some challenges and the possible types of community services response which might be provided:

Challenge	Response
Complexities of urban living	Strengthening of metropolitan campuses, community analysis, public information services.
Minority group problems and racial tension	Current issues lectures and seminars, recruitment of minority group students, black studies programs, counseling and financial aid programs in ghetto areas.
Economic and technological problems	Career counseling, job placement, consultive services, manpower training programs, new career programs, vocational-retraining and refresher courses, small business management training, workshops and seminars for business and industry.
Environmental decline	Participation in programs to conserve natural resources, urban redevelopment, beautification projects, model cities programs.
Leisure time, cultural needs	Development of community recreation programs, lecture series, concert series, tours, special interest short courses and seminars, art festivals, theatre programs, community band, orchestra, and chorus programs.
Organizational specialization	Cooperative efforts with specialized community organizations and groups, providing coordinative services to bring together diverse groups to attack community problems, master community activity calendars.
Poverty	Participation in federally supported vocational programs, faculty-student volunteer activities, summer camp programs, counseling, recruitment and scholarship programs.
Need for community resources in college programing	Advisory committees, use of community persons as instructors and consultants, use of total community as educational laboratory.
Accessibility of educational services	Community use of college facilities, television courses, weekend college, evening credit and noncredit classes, extension or community learning centers, speakers bureaus, community library, museum and gallery services, box office services.

A Definition of Community Services

There is not general agreement among practitioners as to what programs, courses, and activities fall within the boundaries of the community services concept. Philosophically, one might argue that *all* programs of the community college can be considered to be community services. Operationally, however, there has been an increasing tendency to create divisions of community services by separating the administration of short courses, seminars, workshops, lectures, consultations, concerts, community studies, and social action programs from the administration of degree and certificate programs. Some colleges include collegiate courses offered to adults during the evening hours within the community services framework, whereas others regard these offerings, administratively, as part of the degree and certificate programs.

Since the programs, courses, and activities administered under community services vary through time and from college to college, it is difficult and perhaps not desirable to attempt a universally applicable definition of this concept. The facing diagram takes cognizance of this lack of full agreement. As one moves on the continuum from the two-year transfer and vocational-technical curriculums, the educational approaches of the college more likely to be classified as community services are noted on the facing page. **Figure A.**

Obviously, the educational approach is not the exclusive determinant of whether or not a program, course, or activity will be considered a community service. Perhaps more important is the *orientation* of the offering; that is, the degree to which it is viewed as having a community-centered orientation. The differences in orientation between those programs, courses, and activities likely to be classified as community services, and those not likely to be so classified, may be summarized as illustrated on the facing page. **Figure B.**

The definition of community services below reflects its community-centered orientation, and gives recognition to the dichotomy between community services and formal collegiate degree and certificate programs:

> Those efforts of the community college, often undertaken in cooperation with other community groups or agencies, which are directed toward serving personal and community educational needs not met by formal collegiate degree or certificate programs.

Community services is concerned with identifying unrealized potentialities and unmet needs, drawing together resources in the college and in the community, and creating appropriate educational programs. Any of the resources available within the college may be utilized in community services: credit offerings as well as noncredit offerings, day classes as well as evening classes, on-campus courses and activities as well as off-campus courses or activities, programs for youth as well as for adults. Further, the personal, financial, and physical resources of the community may be marshalled to enhance the learning experience.

Self and Community Development

Community services encompass a continuum of service from self-development (directed toward individual goals) to community development (directed toward organizational and group goals). Since self-development and community

development are in many ways interdependent, these concepts merge over most of the continuum for action in changing one generally involves the other.

Self-development describes those community services designed to change and improve the lives of participants through planned educational and counseling experiences. Participants emerge from these experiences prepared to function in different and better ways, and with

A. EDUCATIONAL APPROACHES OF THE COMMUNITY COLLEGE

Instruction-Based Approaches:

Fixed transfer and vocational-technical curriculums
Preparatory or remedial programs
Certificate curriculums
Single courses, credit
Paraprofessional programs
Term-length noncredit courses
Short courses
Workshops, seminars, conferences
Lectures, panels, concerts

Other Approaches:

Coordinative activities
Consultive activities

Less Likely to Be Classified as Community Services

More Likely to Be Classified as Community Services

B. ORIENTATION DIFFERENCES IN COMMUNITY SERVICES PROGRAMS

Less Likely to be Classified As Community Services	More Likely to be Classified As Community Services
• Subject-matter orientation	• Problem-solving orientation
• Not related or indirectly related to community	• Directly related to community
• Emphasis upon deliberate study of issues and problems	• Emphasis upon immediate response to concrete and contemporary issues and problems
• Instruction formalized in terms of content, grades, credits, examinations	• Instruction formalized in terms of the needs, aspirations, and potentialities of people

different goals, than before they began the experience.

Community development describes those efforts of the community college, in cooperation with organizations and citizen groups to improve the physical and social environment of the community. Although community development is concerned with total community improvement, the community college is most directly involved where changing attitudes of people is involved; i.e., increasing their concern for the welfare of the community in such areas as housing, community planning, education, minority groups relationships, etc. Through the cooperative efforts of the college and other local agencies and groups, an effort is made to improve the organizational environment (social, political, economic) so that citizens may find increased opportunities for personal fulfillment and for participation in community life.

A Classification of Community Services

Max R. Raines, Michigan State University, has prepared a taxonomy of community services functions which describes the present scope of community services and provides, in reality, a tentative definition of community services — one in which taxons may be added, deleted, or changed as the concept of community services in the community college evolves. The taxonomy is divided into three categories.

SELF-DEVELOPMENT FUNCTIONS

Those functions and activities of the college primarily focused upon the needs, aspirations, and potentialities of individuals or informal groups of individuals to help them achieve a greater degree of personal self-realization and fulfillment.

This category includes the following functions:

Personal Counseling Function — Providing opportunities for community members with self-discovery and development through individual and group counseling processes; e.g., aptitude-interest testing, individual interviews, career information, job placement, family life, etc.

Educational Extension Function — Increasing the accessibility of the regular courses and curriculums of college by extending their availability to the community-at-large; e.g., evening classes, TV courses, "weekend college," neighborhood extension centers.

Educational Expansion Function — Programming a variety of educational, upgrading and new career opportunities which reach beyond the traditional limitations of college credit restrictions; e.g., institutes, seminars, tours, short courses, contractual in-plant training, etc.

Social Outreach Function — Organizing programs to increase the earning power, educational level, and political influence of disadvantaged; e.g., ADC mothers, unemployed males, educationally deprived youth, welfare recipients, etc.

Cultural Development Function — Expanding opportunities for community members to participate in a variety of cultural activities; e.g., fine art series, art festivals, artists in residence, community theatre, etc.

Leisure-Time Activity Function — Expanding opportunities for community members to participate in a variety of recreational activities; e.g., sports instruction, outdoor education, summer youth programs, senior citizen activities.

COMMUNITY DEVELOPMENT FUNCTIONS

Those functions and activities of the college primarily focused upon cooperative efforts with community organizations, agencies and institutions to improve the physical, social, economic, and political environment of the community (e.g., housing, transportation, air pollution, human relations, public safety, etc.).

Community Analysis Function — Collecting and analyzing significant data which reflect existing and emerging needs of the community and which can serve as a basis for developing the community service program of the college; e.g., analyzing census tracts, analyzing manpower data, conducting problem-oriented studies, identifying roles and goals of organizations, etc.

Interagency Cooperation Function — Establishing adequate linkage with related programs of the college and community to supplement and coordinate rather than duplicate existing programs; e.g., calendar coordination, information exchange, joint committee work, etc.

Advisory Liaison Function — Identifying and involving (in an advisory capacity) key members of the various subgroups with whom cooperative programs are being planned; e.g., community services advisory council, *ad hoc* advisory committee, etc.

Public Forum Function — Developing activities designed to stimulate interest and understanding of local, national, and world problems; e.g., public affairs pamphlets, "town" meetings, TV symposiums, etc.

Civic Action Function — Participating in cooperative efforts with local government, business, industry, professions, religious and social groups to increase the resources of the community to deal with major problems confronting the community; e.g., community self-studies, urban beautification, community chest drives, air pollution, etc.

Staff Consultation Function — Identifying, developing, and making available the consulting skills of the faculty in community development activities, e.g., consulting with small businesses, advising on instructional materials, designing community studies, instructing in group leadership, laboratory testing, etc.

PROGRAM DEVELOPMENT FUNCTIONS

Those functions and activities of the community services staff designed to procure and allocate resources, coordinate activities, establish objectives and evaluate outcomes. This category includes the following functions:

Public Information Function — Interpreting programs and activities of community services to the college staff as well as to the community-at-large and coordinating releases with the central information services of the college.

Professional Development Function — Providing opportunities and encouragement for staff members to upgrade their skills in program development and evaluation; e.g., professional affiliations, exchange visitations, professional conferences, advanced graduate studies, etc.

Program Management Function — Establishing procedures for procuring and allocating the physical and human resources necessary to implement the community services program; e.g., staff recruitment, job descriptions, budgetary development, etc.

Conference Planning Function — Providing professional assistance to community groups in

the planning of conferences, institutes and workshops; e.g., registration procedures, program development, conference evaluation, etc.

Facility Utilization Function — Encouraging community use of college facilities by making them readily accessible, by facilitating the scheduling process, and by designing them for multipurpose activities when appropriate; e.g., campus tours, centralized scheduling office, conference rooms, auditorium design, etc.

Program Evaluation Function — Developing with the staff the specific objectives of the program, identifying sources of data, and establishing procedures for gathering data to appraise the probable effectiveness of various facets of the program; e.g., participant ratings, attendance patterns, behavioral changes, program requests, etc.

Community Services and Continuing Education

The recent emergence of community services as a mainline function of the community college has brought with it some semantic difficulties. The terms continuing education and community services are often used in juxtaposition ("our continuing education-community services program") by speakers in order to communicate the concept. It seems important, therefore, to examine further these two terms. Russell J. Kleis, Michigan State University, provides this definition of continuing education:

> Continuing education may be defined as any deliberate effort of a person, whose principal occupation has ceased to be that of student, to seek learning as a means of developing potential or resolving problems in himself, his institutions, or his community, or the deliberate effort of another person or an institution to produce such learning in him.

This broad definition of continuing education encompasses all learning activities engaged in by persons, individually and in groups, who have moved from a "principal commitment to studenthood to a principal commitment to adulthood," that is, those who are committed primarily to adult responsibilities such as a job or a family rather than to a formal educational program.

Analysis of the definitions above suggest that community services and continuing education are not mutually exclusive. One includes elements of the other; it is, therefore, folly to attempt to minutely delineate these terms. One obvious delineation, however, is that community services may be provided to all age groups in the community, whereas continuing education implies service to adults. Community services is also somewhat more closely identified with community development activities, although an argument could be made that this is the domain of continuing education as well. Further, such community services as community use of college facilities, box office services, speakers bureaus, master community activity calendars, art galleries, and community surveys are unlikely to be considered continuing education, and yet these can be important activities of service to the community.

A common form of continuing education in the community college is evening on-campus classes for adults. Where these offerings enhance personal and local community development in the social, economic, cultural, and civic arenas, they may clearly be regarded as community services. On the other hand, if these offerings are perceived primarily as credit classes which are simply extensions of the day-

time college transfer curriculums, the legitimacy of regarding them as community services is less clear. (It should be recognized that professionals in continuing education are also concerned about the "pat" college transfer course that is simply lifted out of the day schedule to be accepted by the adult evening student *carte blanche.* Whether called community services or continuing education, there is agreement that the structure of these courses must take cognizance of the experience and motivations of the adult student if they are to be relevant to his needs.)

The community college can no doubt live with either of these terms, and it will probably *have* to live with both of them. Regional practice and personal preference may be more influencial in determining usage than argumentation as to the virtues of one term or the other.

The Clientele of Community Services

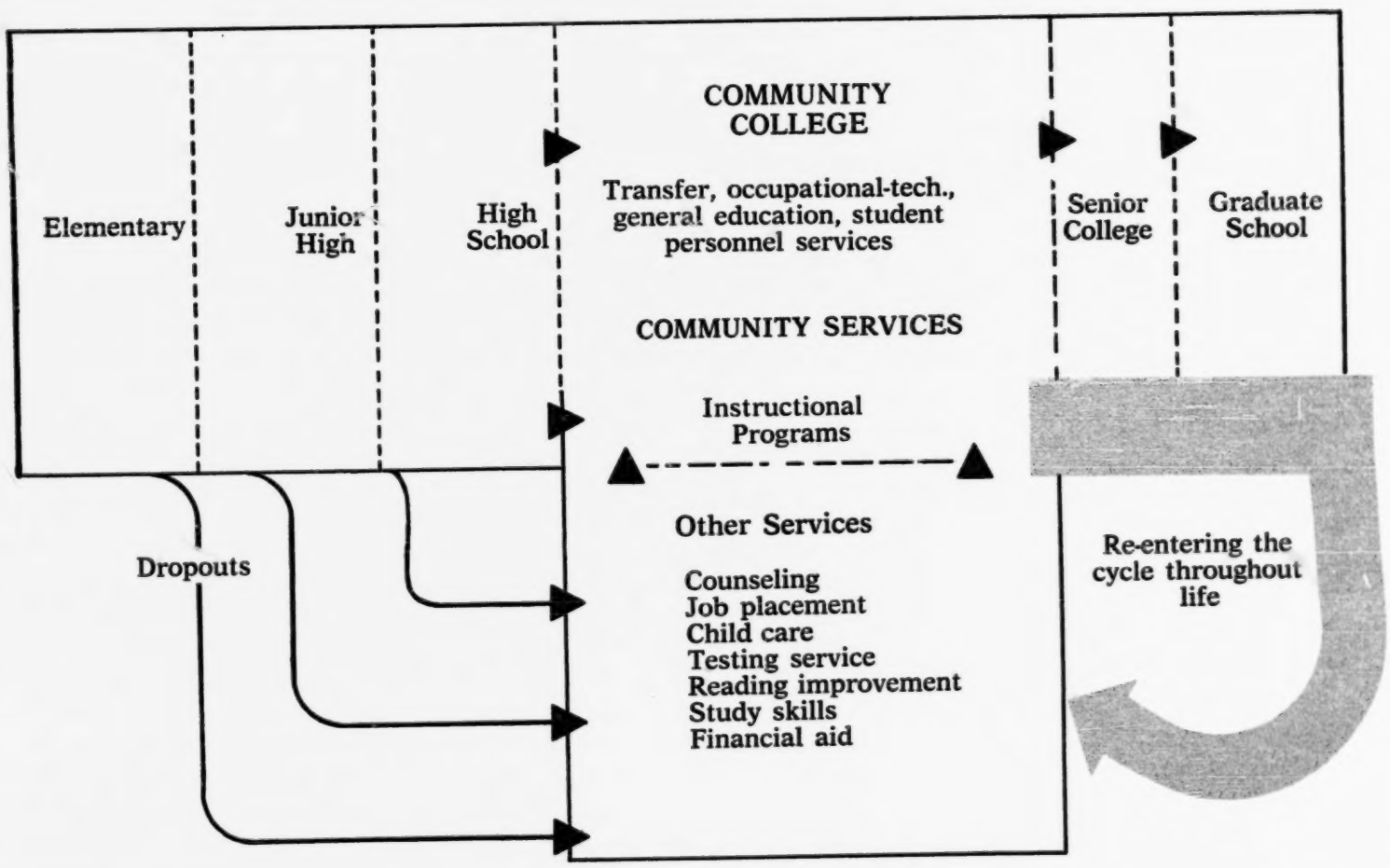
Students who follow the normal progression through high school, community college and/or senior college, and possibly graduate school, have always been well cared for in our educational system. The persons who follow this progression typically come from the socioeconomic groups in the community which are extremely talented in articulating their needs and which, in fact, control most school systems. Since these persons can dip back into the educational cycle with ease throughout their lifetime, they do become participants in community services seminars, conferences, concerts, etc.

Yet community service programs are also designed for those groups of lower socioeconomic status in the community who are less likely to articulate their needs. High school dropouts and others having educational deficiencies, for example, simply cannot reenter the educational cycle without specialized help even though further education may be required if they are to lead happy and productive lives. For such persons, services which reach beyond the instructional program and which give them the confidence, information, skills, and financial assistance needed to reenter the educational cycle, are essential. Such services may lead persons into community services instructional programs, such as paraprofessional training or other educational experiences, or to enrollment in a formal collegiate program. This type of service also increases the ease with which these individuals can reenter the educational cycle as needed throughout their lifetime. (See diagram on page 18.)

Developing a Concept of Community Services

What, in general, should a community services program in a community college be; what concept of community services should guide the development of the program? Three generalizations which might form the basis of such a concept are suggested below:

1. *Permeation:* A commitment to community services and sensitivity to community problems and potential should permeate all areas of the college. Community services is viewed as the responsibility, not of a single administrator or division, but of all areas of the college. A community services program is based on strong, comprehensive, community-oriented programs in the liberal arts, vocational-technical areas, student personnel services, and general education. Community services then becomes the focal point through which (1) administrators, teachers, and students become more sensitive and responsive to ways in which the resources of



COMMUNITY SERVICES AND THE EDUCATIONAL CYCLE

the college can be used in the community, and (2) increased knowledge of the community and its needs results in curricular changes which made the entire program of the college more relevant to the community it serves.

2. *Penetration:* The community services program should be the "cutting edge" through which the college penetrates into community life, and attempts to meet the *now* needs of people it serves. The demand of our problem-ridden cities and rural areas is for *action now;* the traditional role of the college as a center of research and study is seen largely as a delaying action — nice but not really getting anything done. The community college must improve its record of action now — of direct involvement in community problem-solving — and it can do so by reaching out beyond the campus to play a

vital role in helping people and institutions solve their problems and realize their potential.

The community college of the 1970's will increasingly become a part of the interdependency system of institutions in the community. This interdependency is due to the fact that complex social problems in the community require solutions which are in part educational in nature, and the college correspondingly requires citizen participation in planning, staffing, and evaluating programs if it is to remain relevant to the rapidly changing character of its community. Harold Grant, Michigan State University, has observed that religion was once the center of community life; the churches were often physically in the center of the community, and their influence permeated the daily life of the residents. Later economics, symbolized by the central business district, became the focus of community life. Today, it appears that education is moving toward a more central role in the community, as rapid social and technological changes turn our attention from the work week to the work-study week.

Penetration means that ultimately, the community college will be viewed as an educational and cultural center of the community. It will serve as an educational resource for all types of community activity: developing new ideas for community improvement, serving all segments and ages in the community, and coordinating and facilitating the work of other service groups and agencies in the community.

3. *Education:* Community services should not attempt to become the "super government of tomorrow." The community college derives its primary legitimacy as an institution from its educational role; the community services dimension derives its legitimacy from this same role. The community college is not a governmental agency, a social welfare agency, a museum, a social club, a theater, a voluntary association, a religious institution, or a labor union. Community services in the community college is legitimate only to the extent that it is an extension or expansion of educational resources directed toward the social, economic, cultural, and civic needs of the community.

The community college, therefore, cannot always be a "prime mover" for social, civic, cultural, and economic change; its role may often be a supportive or coordinative one. It will often play a "partnership" role in reference to personal and community development because (1) educational approaches are only one component in such development, (2) the college does not have all of the necessary human, financial, and physical resources, or (3) those directly involved perceive the resources of the community college as relevant only to certain aspects of their problem.

Chapter 2 Organizing, Staffing, and Financing Community Services

Many community services programs are over the horizon in hot pursuit of federal money.

William Keim
Cerritos College, Norwalk, California

Let's face it: the vast majority of community colleges, given present fiscal and personnel structures, are not prepared to make the staggering investment of human and financial resources necessary to permit them to occupy a central role in community problem-solving. The people are not there, the money is not there. This is not to decry the present structure, but to indicate that new ways of doing the community services job — organizing it, staffing it, financing it — are evolving both because it is necessary and because it is desirable.

Community Services: Business as Usual?

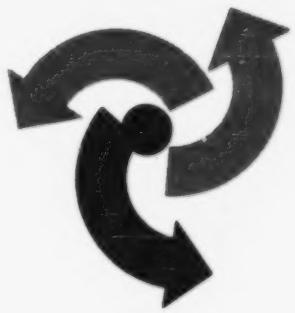
Is organizing to put a community services program into motion about the same as organizing to initiate a new degree program in audio-visual technology? Is it "business as usual" where community services is involved? The best answer is "No" to both questions. As one views effective community service programs, some rather obvious departures from traditional *modus operandi* in the community college are noted. It is possible that evidence of these departures can, in a general way, distinguish a community college having a true commitment to community services from one not so committed. Since there is hardly a community college in the land without at least some element of community service programing, it is at times valuable to judge progress in this area in broader strokes; that is, in terms of general departures such as those listed below:

Commitment to Concept of Education as a Life-Long Process

Community services relate to all age groups in the community. Thus the development of a community service program requires a balancing of commitment to education of adults and education of college-age students.

Movement Away From Semester-Credit Base For Instruction

Community service programs may be either



credit or noncredit, and are as short or as long as needed to accomplish the goals of the program. Such programs are not locked into semester units of time.

Movement Away From the Campus as a Single Base for Instruction

Extension centers, mobile units, store front classrooms, and use of governmental and business buildings are examples of bases for instruction which may be located throughout the community college district.

Experimentation with Instructional Approaches

Informal and nontraditional instructional approaches characterize community services. Being free from the legalistic and academic framework of most areas of the college, community service programs offer a great deal of latitude for experimentation.

One experimental approach in community services is the "project method." After a community need is identified, a program is designed as a project requiring a specified period of time for completion, and funding is sought through the governing board of the college, or from foundation or governmental sources. If funding is obtained, the project is staffed and the project placed in operation. Upon completion, the project staff is either retained for another project or their services terminated.

Differentiated Administration

The development of a community service program ultimately requires the appointment of a person to administer this area of the college. Administrative changes involving the appointment of a community services director have become more common, particularly within the past few years.

Creation of Nontraditional Positions within the College Structure

Positions such as community relations specialist, program planner/coordinator, counselor aide, and project director are emerging as a result of the development of community services.

Movement Away from the Exclusive Use of Certified Personnel

Community services typically draws upon the best human resources available to carry out programs, without regard for teacher certification or other legalistic requirements.

Movement Away from Formal Admission Requirements

There is an almost total absence of admission requirements related to participants involved in community services.

Consideration of Community Services in Campus Architectural Design

Several colleges visited in the 1968 study, previously mentioned, are emphasizing community use in the design of new campuses. One is presently building a new campus which views community services as the "master integrator" of the plan. Buildings used primarily by full-time students, and those used primarily by the public, will be joined by a "forum" which provides facilities to be shared by the public and full-time students. Another is giving consideration to creating a continuing education center. One community college is developing a new campus which is designed for convenient public use; the building typically called the student center is being called the "community center." Another has designed auditorium facilities that make possible the display of large machinery and tools for use by industrial groups.

Modification in Administrative Control

Expansion of educational efforts which involve coordination with other community groups necessarily modifies the administrative control the college may exercise over these programs. Shared administrative control can result in a structure that permits the college to be more rapidly impacted by community changes and needs.

Expansion of Role of College beyond Offering Organized Classes

Community services cause the college to become involved in projects such as beautification, community studies, and other coordinative and consultive activities. Conducting community studies (i.e., economic deprivation, water pollution) in the college's service area, cooperating in community-wide improvement projects, participation in clean-up, paint-up activities, and assisting community groups in planning conferences could be examples of this expanded role.

Development of Community Feedback System for Curricular Change

Community needs which are initially met through short courses or seminars developed by a community services division may evolve as organized certificate or degree programs of the college. For example, a short course for policemen may trigger the development of a one or two-year program for police trainees.

Increased Participation of Citizens on the College Campus

Community service activities, such as concerts, lectures, seminars, forums, etc., bring people in the community to the college campus who do not participate in the traditional credit course offerings.

Programs for the Development of Community Groups Which Have Not Articulated Their Needs in the Past

Many community service programs address themselves to persons with long-term educational and vocational-preparation deficiencies; these persons have traditionally been ignored in community college programing.

Institutional Participation in Community Affairs

Community service programs require that the college have the capacity and readiness to actively participate in the process of change in the community. The entire college can be rapidly impacted by changing community needs only if it plays a vital role in its daily affairs.

Organizing to Penetrate into Community Life

Permeate. Penetrate. Educate. These are the key words of a concept of community services outlined in Chapter 1. Penetration referred to those efforts of the community college to reach "outside the open door" to play a vital role in the daily life of the community. The division of community services is the "cutting edge" of the college through which the resources of the entire college become increasingly more relevant to the problems and needs of the community.

It would seem logical that one could identify, through analysis of community service programs and the characteristics of the institutions within which they operate, how colleges organize to create this "cutting edge." The focus of such an analysis is on the "external functions" of the college — the relations between the college and its external environment.

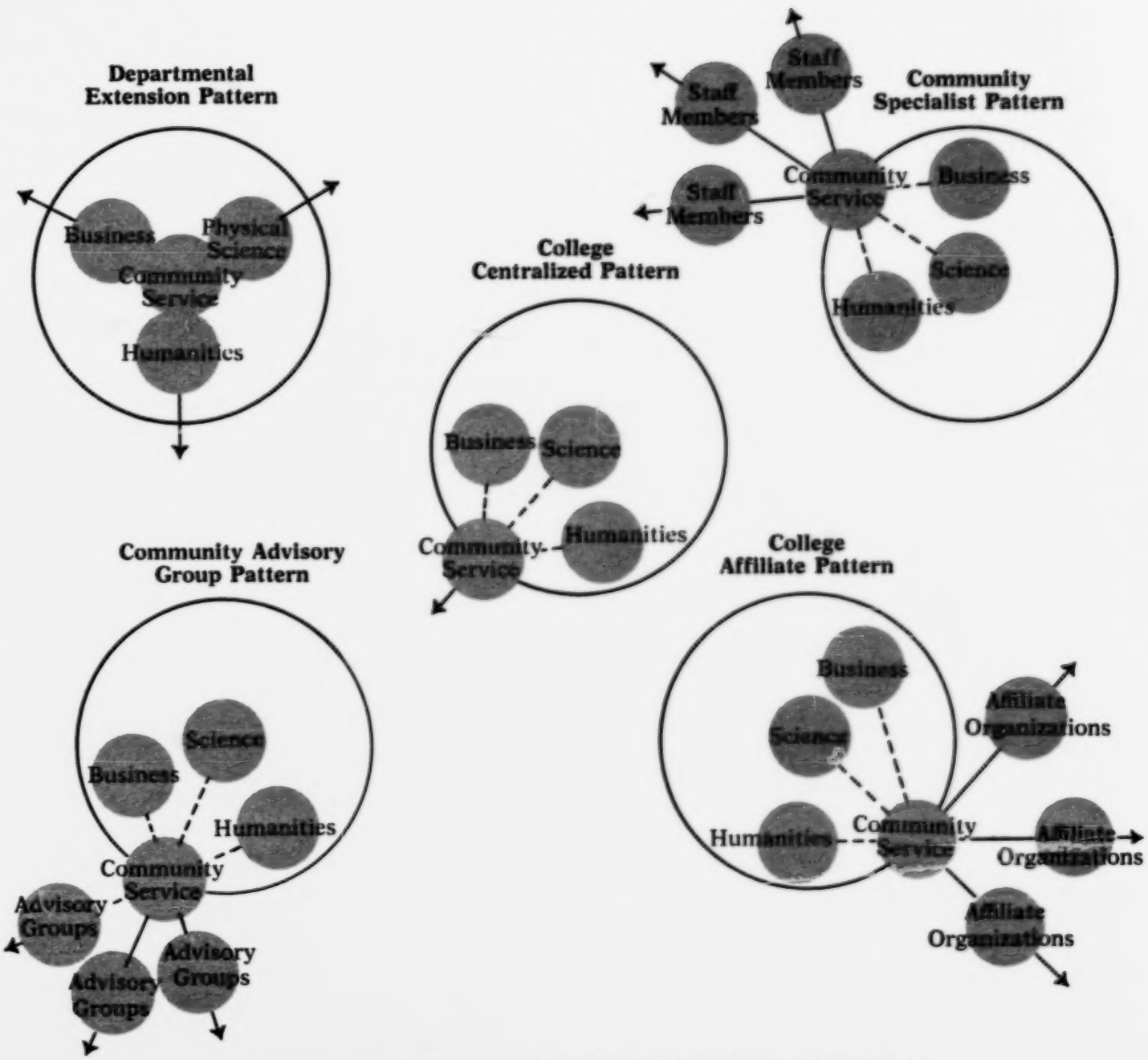
Certain patterns of organization do, in fact, appear in the 1968 study of thirteen community colleges made by the author. These patterns are related to the way the college is organized to meet those needs of its community which can be better met by approaches other than enrollment in the traditional degree or certificate programs of the college. It is convenient, for the purposes of classification, to attach labels to five organizational patterns which emerge. (See page 24.)

No college is likely to fit one of these patterns in any exact way but may combine parts of several patterns. For example, most colleges utilize advisory committees, yet few have "institutionalized" the advisory group structure to the extent that it can be seen as the cutting edge of the college in relation to its community. Because of space considerations, only one or two colleges will be described under each model.

Departmental Extension Pattern

The traditional departmental organization of the college's instructional program is based on disciplinary areas such as humanities, physical science, and business. In this pattern, community services are also generated through the departmental structure. Various departments offer short courses, exhibits, lectures, etc., according to how community needs are perceived by those within each department. In this pattern, a staff member may be appointed to perform a coordinative function in promoting and administering programs developed by departments of the college.

■ A Wisconsin college provides an example of the departmental extension pattern. At this college, each community service offering is sponsored by a division of the college based on requests from local groups. Programs are developed cooperatively by the community groups



COMMUNITY SERVICES ORGANIZATIONAL PATTERNS

and the department involved. The administrator responsible for community services performs a liaison function between instructional departments and the community; his role centers on program development, public relations, and programing arrangements. Examples of programs, and the sponsoring college department are:

Dynamics of Supervision (Business)

How to Spend More — Owe less — and Live Better (Business)

Construction Safety (Industrial)

How To Conduct a Business Meeting (General Education)

Steam Cooker Workshop (Home Economics)

Operation and Maintenance of Private Aircraft (Technical).

■ At a Texas community college, two divisions of the college, the Division of Fine Arts and the Division of Technical-Vocation and Special Programs, provides a variety of community services beyond their degree and certificate programs. The college does not have an individual designated as a director of community services; rather, each division chairman is responsible for community service activities within his area.

In the Departmental Extension Pattern, community needs are perceived through the eyes of specialists in various subject-matter areas. While drawing on the strengths of subject-matter specialization, the possibility of poor internal articulation, unbalanced emphasis, and "tunnel vision" exists in this pattern.

College Centralized Pattern

For this and the remaining three patterns, a differentiated administrative structure is established which is responsible for community service programing. In the centralized pattern, professional staff members in a community services division spend a portion of their time identifying needs through meetings and professional contacts, and a portion of their time coordinating the programs that are developed. In this pattern, those who study and analyze community needs are "centralized" in a department or division of community services. Emphasis is on a professional community services staff. Division chairmen and faculty are more likely to be "reactors" than "process initiators" in this pattern since the focus of needs shifts from the academic divisions to a community services division which is an identifiable part of the organizational structure.

■ A California college provides an example of the centralized pattern. Utilizing an expert staff in various specialized areas, the community services program has developed offerings completely within their division as well as in cooperation with other segments of the college. Community services at this college is a district-wide office function serving all campuses of the college.

The community services programs include a speakers' bureau providing faculty speakers to community groups without charge; a space science center; a planetarium and observatory program; a program of lectures, concerts, film series, art exhibits, seminars, workshops, conferences, and short courses; a community recreational program; a public information program; campus tours; and community use of college facilities.

While the staff of community service specialists characteristic of the College Centralized Pattern provide the format for a broadly based and unified approach to community needs, it may lack the discerning capacity and natural communication links with various community

groups possible through the Departmental Extension Pattern.

Community Specialist Pattern

This pattern achieves its goal of maintaining a sensitivity to community needs by employing staff members whose locus of operation is in the community rather than on the college campus. Staff members may be assigned to carry on liaison activities with business and industry, disadvantaged groups, the professions, etc. These persons serve as the "antennae" of the college by identifying needs in their area of specialities, and become process initiators for new programs at the community college. These persons may be given titles such as community relations specialist, or counselor.

■ An example of the Community Specialist Pattern is provided by the program at an Ohio community college. Through federally funded projects, staff members are placed in sensitive areas of the community. Through person-to-person contact with clientele or potential clientele, they provide a feedback loop to communicate needs to the college.

Project SEARCH, a program developed at this college, represents a unique and outstanding example of the Community Specialist Pattern. It is administered by a project director, three counselors, and counselor aides. Letters and personal visits to ghetto homes by counselor aides constitute the first contact with unemployed persons, high school dropouts, and high school graduates who are not aware of educational opportunities available to them. A SEARCH Newsletter, describing specific job opportunities and mailed throughout the Hough area, is also a means of reaching potential clientele. The counselor-client relationship begins when the individual appears at the counseling center. Career and educational exploration provide the focus of the initial counseling sessions, and the client is followed closely throughout his subsequent educational or work program. A SEARCH Financial Aid Fund provides assistance to clients in meeting educational costs.

The work of the community relations specialist is likely to be related to immediate and pressing needs "out where the action is." This pattern may result, due to the personal involvement of the specialist in the areas of need, in a lack of awareness of the broader picture which less personal involvement permits.

Community Advisory Group Pattern

The majority of community colleges have the services of advisory committees, typically using them for "reality testing" in designing courses of instruction. In this pattern, however, advisory committees play a more crucial role in sensing community needs in their area of specialities (i.e., health, law, engineering), in designing new programs, evaluating present ones, and in promoting these programs to the potential clientele. The college may have a staff member who is a coordinator of the various advisory committees. In addition to the more common semipermanent advisory committees, this pattern includes *ad hoc* committees dealing with critical issues.

■ An excellent example of the advisory group pattern is found in the community services program of a California college. One of the distinctive features of community services at this college is the network of active citizens advisory committees which play a prime role in planning, promoting, and carrying out programs. The dean of community services at the

college is a liaison secretary for all committees. Committees include fine arts, community research and development, business, industry, professions, recreation, special education, community volunteer services, and civic responsibility.

An outstanding example of the effectiveness of the advisory group pattern in atttacking local problems is the work of the civic responsibility committee, formed by the college in 1966. After deciding on narcotics education as its focus, the committee spent nine months studying the problem. The outcome was a series of panel discussions at the college which attracted large audiences, and an "impact day" presentation to fifth and sixth graders throughout the area. This effort appears to be having far-reaching effects in the area, and is a result of cooperation between the college, the committee, the schools, the courts, the hospital, and the police.

While those involved in advisory groups are likely to be experts in their particular area, it is possible that they represent best the "establishment" — the traditional power structure of the community — and that their interpretation of needs will reflect this representation.

College Affiliate Pattern

This pattern moves basic units of community service beyond the administrative structure of the college. Administrators of these units will have a direct responsibility to organizations in the community other than the college, and will have an "affiliate" relationship with the college. Minimal financial support will come from the college. In this pattern, sensitivity to community needs and the identification of problems for which the community college has resources to contribute to a solution depend on the work of a network of affiliated organizations.

■ A New York community college provides an example of this pattern. In explaining the rationale for this arrangement, an administrator at this college said, "A centralized community services office has certain weaknesses. We prefer a relationship that insures feedback to the college from various segments of the community, such as the industry and the health field. We want an on-going and continuously developing community service program."

This college has no director of community services, nor does it have an organized department to carry out this function. Rather, responsibilities for community services are difused throughout the institution and beyond the administrative control of the institution.

Excellent examples of affiliate relationships between the college and the community or regional groups are provided by these four programs:

The Management Institute was established in 1965 after initial meetings between the college president and area business and industrial leaders. A needs study by the New York State School of Industrial and Labor Relations followed, and shortly thereafter a non-profit educational corporation was formed to provide development and training courses in management and supervisory skills for industrial and commercial firms, governmental agencies, professional personnel, and other organizations in the area. The executive director of the institute (which is housed in college facilities but uses community facilities as well) also provides consultive services for the career programs of the college.

The Health Occupations Program, funded through a private foundation, focuses on the development of two-year degree programs in the health areas and on the development of an inservice center which will offer refresher and upgrading courses, clinics, and workshops for health workers.

The Title III Project is a coordinative effort between the college and eight school districts in the area. Conceived by the college president and funded under Title III of the Elementary and Secondary Act, the staff of the project is housed in the college library. The focus of the project is the development of a community learning center, and is one of the fifteen regional centers in New York under Title III.

The New York State Guidance Center of Women, which is located off-campus, assists women with social, economic, and educational problems. Funded by the State University of New York, the center provided counseling, testing, and educational and vocational placement services.

Through the College Affiliate Pattern, the college gets feedback on community needs from a variety of perspectives, and the efficiency in terms of finances is obvious. On the other hand, the danger of "establishment bias" does exist, and the college must recognize that it forfeits some of its capacity to influence action.

It is clear that various colleges organize their efforts to penetrate into the community and to play a role in meeting local social, economic, cultural, and civic needs in somewhat different ways. Each college organizes its relations with external conditions in ways it perceives will best utilize the available resources to attain its goals.

Organizational and Staffing Patterns

In the previous section, patterns through which the community college arranges its relationships with the community were suggested. In all but one, (departmental extension) some form of differentiated administrative pattern carried out the responsibility of moving the college more forcefully into the daily life of the community.

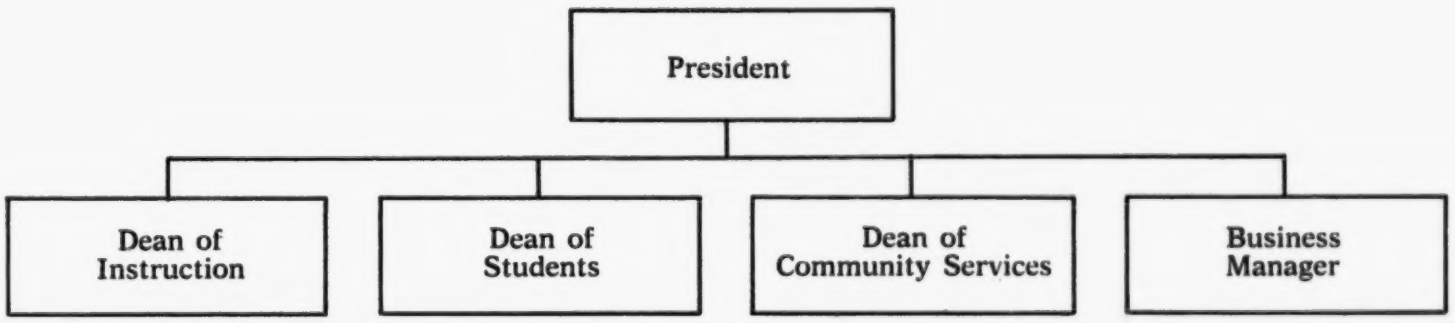
In this section, the specific organizational and staffing structure by which the total responsibilities of a community services division are carried out will be discussed. This includes the implementation of community services programing as well as the development of effective college-community relationships.

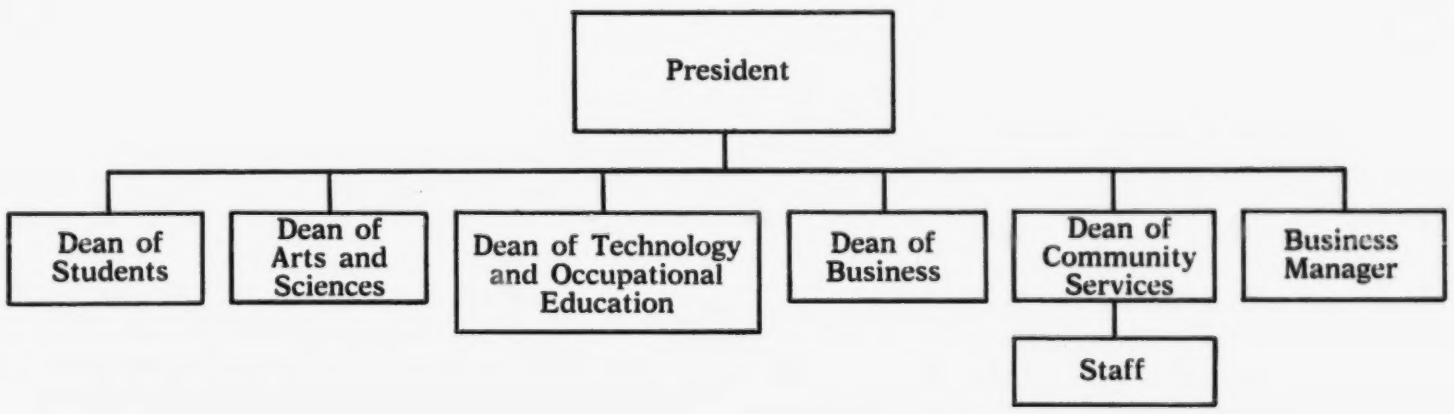
A variety of administrative organizational structures exist in the community colleges included in the study, and these structures appear to change frequently. In eight of the colleges, major changes in the administrative structure involving community services have been made in the past three years; five of these involved the establishment of a directorship. This finding is supported by a survey conducted in California in 1967 by the California Junior College Association Committee on Community Services, which showed that 23 of the 60 campuses polled anticipated some administrative change in community services in the next year; 12 planned to add a full-time administrator [1].*

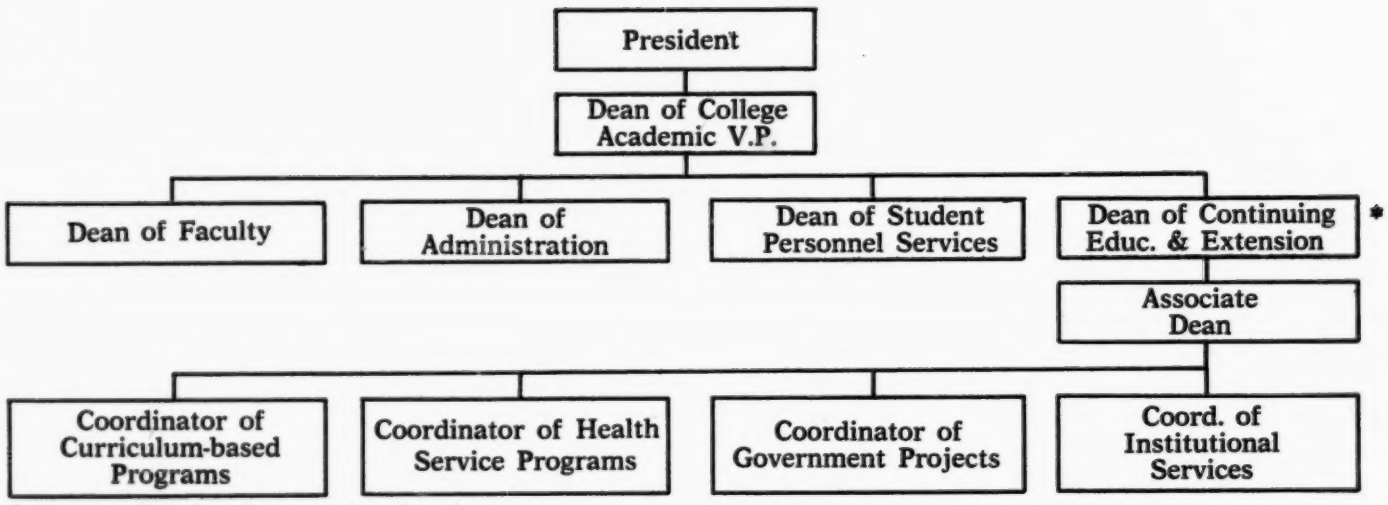
The present placement of the person responsible for community services in each institution was obtained through a review of administra-

*Bracketed figures refer to references on page 57.

tive organization charts. These thirteen organization charts indicate that, at seven colleges, the person responsible for community services reports directly to the president of the college or campus, or to the chief executive officer of the community college district (in six of these cases, the community services administrator holds a line position in the second level of administration; the seventh holds a staff position). At three colleges, the person responsible for community services reports to the dean of instruction or the equivalent; and at one college this person reports to the dean of the evening college and adult education. At two colleges, no single administrator was responsible for community service programs (in these cases, community services were the responsibility of division chairman in the academic and vocational/technical areas, or were joint responsibilities of the community college and community agencies). Examples of typical organizational structures, including the placement of the director of community services, are as follows:







* Responsible for Community Services

Responsibilities of Community Service Directors

The responsibilities of community services directors vary as does their placement in the administrative organizational structure. The three listings below are representative of the responsibilities of directors included in the study:

1. Organize, direct, and supervise short courses
2. Coordinate the programing, organization, and operation of noncredit courses
3. Direct a program of publicity with regard to opportunities in continuing education
4. Recruit and organize continuing education faculty
5. Serve as member of advisory council
6. Formulate, propose, and administer an annual continuing education budget
7. Maintain a record of courses and conferences, and prepare an annual report
8. Keep abreast of current practices, trends, and issues in the field of continuing education.

1. Administer the college community service program
2. Administer the developmental planning of all community service publicity materials
3. Administer the development of all community service proposals
4. Determine the cost requirements and administer the community service budget
5. Allocate functions to assistant directors, supervise their performance and recommend promotion, demotion, and dismissal
6. Evaluate the community services activities and programs to determine the extent to which they meet college educational objectives, and the needs and interests of the community
7. Administer the implementation of an advisory council and committees to strengthen college-community communications, to serve as a clearing house, and to recommend program implementation
8. Participate in the formulation and administration of general college policies as

a member of the Vice-President's Council
9. Administer the implementation of all extension college credit courses and non-credit courses or programs such as MDTA, OEO, paramedical and police training.
1. Responsible to the president for planning, directing, and supervising of a district-wide program in community services
2. Control the coordination of college facilities by community groups
3. Foster growth of cultural activities and stimulate planning in area of public events
4. Direct college recreation program
5. Plan education workshops, seminars, institutes, etc.
6. Maintain speakers' bureau and information services
7. Be responsible for special exhibits
8. Administer college publications
9. Develop alumni service
10. Prepare community service budget.
11. Stimulate interest in community participation on advisory committees.
12. Encourage faculty participation in community services.
13. Prepare news releases.
14. Provide leadership for development of community research center.

A review of these listings, and those of other directors included in the study, indicates that the most common responsibilities are:

1. Administering the programing of courses and other community services
2. Employment and supervision of staff and instructors
3. Directing a program of public relations and publicity
4. Formulating, proposing, and administering an annual budget
5. Developing advisory committees
6. Formulating an annual program report, and keeping the necessary records to make this possible.

Staffing Patterns

A wide variety of job titles are associated with community services programs. In the thirteen colleges visited, forty-seven unique job titles were identified. The titles listed below are representative of these:

- Community Services, Dean or Director of
- Community Education, Dean of
- Continuing Education, Dean of
- Auditorium Manager
- Box Office Manager
- College of the Air, Associate Dean
- Community Development, Associate Director
- Community Liaison Counselor
- Community Relations, Assistant for
- Community Relations Specialist
- Conductor, Music Groups
- Cultural Programs, Assistant for
- Evening College, Director of
- Extension Center, Director
- Gallery & Exhibits, Director of
- Health Careers, Director
- Human Resources Training, Director
- Management Institute, Executive Director
- Management Workshops, Assistant for
- Observatory Manager
- Planetarium, Coordinator of
- Police Academy, Coordinator
- Project Director
- Recreation, Director of
- Sciences Services, Coordinator
- Special Services, Supervisor of.

In addition to permanent staff positions, qualified persons from the community, or in some cases persons with regional or national reputations, serve as instructors or speakers in community service programs. A Michigan community college employs a person from the community as a coordinator for each short course or seminar; this person is paid an established sum and is typically a community leader in the area with which the course or seminar is concerned. Instructors in community services are typically employed on a part-time basis, although there are exceptions. Within the college, division or department chairmen often play a vital role in community services. In addition, coordinators in various areas such as business and technical education are often responsible for the supervision of community service programs in this area. In most community colleges, administrators and faculty members in instructional divisions are involved to some degree in suggesting, initiating, and coordinating community services.

Members of advisory committees are not members of community service "staffs," but should be included in a discussion of persons involved in planning and implementing programs in this area. A common format for advisory committees is the establishment of a central advisory council which is supplemented as needed through the creation of semipermanent and *ad hoc* advisory committees. At a Maryland community college, an advisory council of fifteen members meets three times each year to evaluate previous programs and plan programs for the succeeding four months. At a Texas community college, a business advisory council serves in a similar capacity and also helps to promote the programs offered within their area of business. An advisory council at a Georgia college holds an annual one-day meeting for an intensive review of the community services program and to suggest future programs. At a California college, a more complete format of an "umbrella" advisory council, citizens advisory committees for specific areas of community services programing, and a faculty advisory committee, is used.

Financing Patterns

The community college has an obligation to commit an equitable proportion of its own financial resources to community services programing, to be sure, but even in the best of circumstances it is unlikely to have the resources to "go it alone." Community services programs are not necessarily staffed and financed by the college alone; in fact, they are probably most effectively done in cooperation with other community agencies and groups.

Revenues and expenditures for community service programs are not as predictable as for most academic programs, and financing patterns reflect its rather fluid nature. Salaries for professional and clerical staff, as well as various office costs, are usually funded within the general operating budget of the college. Programing costs, on the other hand, are less predictable and are largely self-supporting. A new program which is initiated one week and is in operation the following week is typical in community services, and yet such rapid programing response does at times require atypical financial arrangements. In perhaps no other area of the college is the aggressive seeking of funding from all available sources more in evidence than in community services. The following general statements regarding financial patterns

emerge from a study of budgetary data from the colleges visited.

Tax support at the state level for community service programs varies from state to state, and to some extent may condition the type of courses and activities offered. In California, where a community service tax makes it possible for the local community college district to levy a 5 cent tax override per $100 of assessed valuation to provide for community educational, recreation, and cultural activities, one finds a preponderance of noncredit offerings. In Michigan, where there is presently no state tax support for noncredit offerings in the community college, one finds a preponderance of credit offerings. The noncredit pattern is also found in Maryland and Florida, where state aid is provided for noncredit courses on a clock hour basis. In Florida, therefore, there are many programs which are organized on a noncredit basis and receive state minimum foundation support. The Texas Education Association presently provides a percentage of the cost of supervision and instruction for approved noncredit programs. Ohio community colleges may include requests for funding of public service programs in their biannual budget to the Ohio Board of Regents, and it is expected that funding from this source will increase in the future. For colleges visited in other states, there appeared to be no direct state support for noncredit community service offerings.

Community service programs are more subject to the ups and downs of the federal budget than other programs of the college. A major focus of the majority of the colleges visited is the development of proposals for funding by the federal government, as well as by private foundations. These sources of funding fill the financial gaps for projects of a nonremunerative nature where the local district is unable or unwilling to provide support solely from local tax sources.

Charges to participants in community service programs and activities are generally low. In some cases, major programing costs are borne by sponsoring groups or by state tax support. In other cases, courses and activities are organized on a "pay-as-you-go" basis with administrative and indirect costs absorbed by the general operating funds of the college.

The major categories of expenditures are professional and secretarial salaries, instructional salaries, travel, advertising, printing, office and classroom supplies, rentals, capital outlay, and contracted services. Capital outlay as a category of expenditure is limited largely to California community colleges, where capital expenditures may be made from community service tax funds if the facilities are intended primarily for community use.

In turn, the major sources of funding for community services are state aid, tuition and fees, federal contracts, foundation grants, local tax funds, and community support (for example, financial assistance from a community group sponsoring a given short course or seminar).

It is a fact, however, that financial considerations limit the willingness of most community colleges to enter "high risk" programs of a nonremunerative nature. There is little evidence, for example, that significant expenditures are being made from local tax funds to support experimental community services programs designed to benefit disadvantaged groups. In this area in particular, federal support is essential and is likely to increase in the future.

Chapter 3 Community Services Leadership

There is nothing more difficult to take in hand, more perilous to conduct, or more uncertain in its success, than to take the lead in a new order of things.

Niccolo Machiavelli
The Prince

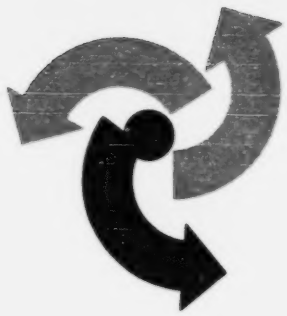
The community services director must take the lead in a new order of things. His milieu is not that of other college administrators, his path is not clear, and his success is not assured.

Leadership in the community college focuses, first of all, on the president. The president is the "captain" who charts the course of the institution as a whole; he is the prestige leader with whom the college is identified.

At the second level of administration, vice presidents and deans direct the majority of their leadership efforts toward the prescribed programs and courses of the formal curriculum, and toward attainment in specific and clearly defined subject areas. Their efforts, which are important and appropriate to the goals of the community college, are concerned with what is known as "formal schooling."

One administrator at this level, the community services director or dean, does not operate within a subject-matter orientation; "formal schooling" is not the context of the community services leader. Rather, his context is educational leadership *in the community;* he is a pacesetter and an initiator in what might be called the educational community or educational "game."

Charles Adrian [2] argues that "community" has become a functional, rather than a geographic concept, i.e., it differs for education,



hospital services, police protection, religious worship, etc. Norton Long refers to these "functional communities" as "games." For example, the educational game refers to the functional, rather than the geographic, boundaries of the educational enterprise in the community. Within the territorial system of the community, a variety of other games are going on as well: banking, newspaper publishing, manufacturing, contracting, etc. Players in each game use players in other games to achieve their own purposes. This interaction of games produces unintended but systematically functional results and a vague set of commonly held values. Thus these games overlap one another, but "mesh" as well:

> Observation of certain local communities makes it appear that inclusive overall organization is weak or non-existent. Much of what occurs seems to just happen with accidental trends becoming cumulative over time and producing results intended by nobody. A great deal of the community's activities consist of undirected cooperation of particular social structures, each seeking particular goals and, in so doing, meshing with others' [3].

In the educational game, there are various other members of the "team" who are of particular importance to the community services leader. These include community college administrators and faculty, community school directors, adult education directors in the public

schools, directors of university extension programs, and others in similar positions. According to Long's conceptualization of the community as an ecology of games, these persons are analogous to the players on a baseball team: they must know where they stand in relation to the positions of others players, they must work together, they must know what the strategies and tactics are, and they must know what the score is.

This, then, is the context of community services leadership: it is functional rather than geographic in nature, it depends on cooperative relationships with other educational leaders in the community, and it must "mesh" the educational efforts of community services with community efforts in the social, economic, cultural, and governmental spheres.

Leadership: Emphasis on Change

James A. Lipham [4] defines leadership as the initiation of a new structure or procedure for accomplishing an organization's goals and objectives or for changing an organization's goals and objectives. The leader emphasized change, he is disruptive of the present state of affairs. The effective community services administrator, at least as much as any other community college person in a leadership position, must be a disruptive influence within the college. His emphasis is on community problems rather than administrative structure; he resists the formalization and institutionalization or "hardening of the categories" of his program. Willingness to change and a fluidity of administrative and instructional approaches are clearly characteristics of community service programs.

Leadership Factors

What are some specific leadership factors in community services which reflect those characteristics described above? Those interviewed during the study perceived the following factors as contributing to effective leadership of community service programs:

Personal knowledge of community

High standards for courses and activities

Aggressive seeking of funds

Willingness to take risks, make changes

Curriculum planning and development.

Personal knowledge of community — An important factor in community service leadership is intimate knowledge of the community and personal contact with key people in the community. One college leader stated, "You need a livewire director who has local ties and contacts, or the program won't go anywhere. This is because the community service program is based on person-to-person contacts." Another administrator referred to having "the pulse of the community." Another observed, "We need to identify the power structure of the community—we must confront key persons whether they have positive or negative attitudes toward community service."

One dean viewed this as an educational process: "You must take the time to educate the key people in the community to be sympathetic and supportive of community service programs." Another administrator saw contact with political figures as important: "It is important to involve community officials from the very beginning, to cement relationships at high levels."

Many of those interviewed stressed the importance of contact with community leaders through college involvement in community organizations and civic projects, and felt that developing good relations through such involvement required long-term residence in the community of at least some of the key administrators at the college.

High standards — High standards for courses and activities was commonly viewed as an important factor. One administrator said, "You must set standards. Quality is what makes the total community service program go." Many comments regarding standards centered around the decision as to what the college could do well and what it could not do well in community services. A typical comment: "Be honest with yourself; just because you identify a need does not necessarily mean you can handle it effectively." One administrator equated quality with the trust developed by the college in the community: "You must build a trust, a rapport between the community and the college. People know when they are being pawned and when they are being dealt with sincerely and honestly." Honesty and sincerity is also a factor in regard to the groups to which programs are addressed: "you should consider service to all groups, all problems, not just those that will help you build your academic or cultural image."

Administrators were concerned about developing programs which were addressed to "real needs" in the community, rather than creating a facade of symbolic activities which remove guilt feelings or anxieties, but which do not bring about needed changes in the community. This concern was typically expressed in reference to programs for the disadvantaged.

Consideration of quality may discourage proliferation of courses and activities. One college was offering 140 noncredit courses, and after study of the quality of the offerings, reduced the number to 70. An unanticipated outcome of this tactic was that total enrollment increased.

One administrator summed up his concept of standards in this simple way:

> There should be a real effort to do a good job, to show a real concern for human beings. The college should know what it can and cannot do.

Aggressive seeking of funding — Aggressive seeking of funding is required since many community service programs, particularly those involving services to disadvantaged groups, are largely nonremunerative. Legislation such as Title I of the Higher Education Act, the Economic Opportunity Act, and the Manpower Development and Training Act, provide federal funds which make it economically feasible for the community college to approach difficult community problems at a new level of intensity. Community colleges utilize a variety of cooperative arrangements with local industrial and business groups which, in addition to enhancing the quality of the programs offered, provide for financial support by the benefited groups.

Willingness to change—Two conditions relate to the administrator's willingness to change: willingness to take risk and make changes; and resistance to formalization of community service programing. One administrator pointed out that when working with community groups, one must be willing to have good ideas discarded. Inertia is sometimes encountered in attempting to introduce new programs, such as that at

times present when new careers or paraprofessional programs are introduced. Inertia is frequently replaced by resistance when controversial programs are introduced. One college caused rumblings in the community when it permitted a Communist to speak on campus. This experience actually resulted in a valuable exchange of views in the community and strengthened the role of the community service program in the community.

Risk-taking is generally referred to as the willingness to offer courses or activities which were potentially controversial or might be unsuccessful. This state of affairs was typically contrasted with the "safe" approach on transfer and vocational-technical programs of the college. Programs of community services, which are on the "cutting edge" between the college and community, do inherently involve risk-taking as new approaches to difficult community problems are explored.

Nor should successful programs cause community service programing to become highly structured or formalized. One administrator said, "There is a tendency for what has been done and is successful to become secure and formalized. If community services is to be effective, it must always be on the cutting edge of community needs — the focus should be on community problems rather than administrative structure."

The majority of those questioned felt that it was far too early in the history of the community college to attempt closure on the concept of community services, to draw precise boundaries around the type of community problems which may be addressed by these services. Quick, effective response to program requests and community problems is a function of a fluid staff structure that permits rapid changes in staffing and in program format.

Curriculum planning and development — It may at times appear that the effective community services leader should spend most of his time on the street corner; that it is somewhat more important for him to be quick than to be right. Yet careful planning of programs, courses, and activities is an important leadership factor; those interviewed agreed that the planning and evaluating of community services offerings, while less visible and dramatic than other leadership roles, is essential to the development of a community services program.

Program Maintenance Factors

In addition to the leadership factors described above, many directors named several factors of a purely administrative or maintenance nature which contribute to the effectiveness of a community services program. While these factors may be somewhat mundane, they are nevertheless important.

Nonpedagogical course or activity titles — The assigning of nonpedagogical course or activity titles and proper scheduling are simplistic and obvious factors, yet essential. Several administrators felt that attractive titles that communicated with the clientele, rather than academic-sounding titles that did not, made a difference in enrollments. For example, a short course might be entitled, "Courtship Revisited and Marriage Reconsidered," rather than "A Study of Courtship and Marriage." It follows that the more functional title must be legitimated by more functional, less academic,

course content, or the appealing title becomes simply a fraud.

Scheduling — Scheduling refers to judgments as to the time of day, days of the week, and time of year to offer certain courses or activities. It also refers to sequence of offerings. Again, administrators felt the careful scheduling did make a difference in enrollments.

Mailing lists — Maintaining an efficient mailing list was repeatedly mentioned as an important factor. One administrator told of an inefficient mailing list he first used from which a mailing of 20,000 brochures produced twenty-one program participants. Developing and updating specialized mailing lists, while time consuming, is obviously a more reasonable solution. At times, institutions are able to use mailing lists of cooperating community groups, or are able to have flyers and brochures included in mailings made by other groups. Specialized mailing lists are also available from industries, civil rights groups, neighborhood improvement associations, social agencies, etc. Persons who have previously participated in certain types of courses or activities often form the core of a specialized mailing list. At one college visited, a mailing is made to request nominations of persons who might enjoy or benefit from a certain course; a follow-up mailing is then made to those nominated.

In-Service Training — In-service training of the community service staff, including instructors, typically is informal and is carried on through periodical staff meetings and planning meetings with instructors. One college did receive a Title I grant under the Higher Education Act to develop an in-service training program. Attendance at conferences and reading of professional magazines and newsletters were also mentioned as in-service training techniques.

Evaluation — Evaluation of community service offerings at present appears to be fairly unsophisticated; there is little evidence that community colleges carry on extensive evaluation procedures. Common means of evaluation include the review of attrition rates, requests that the course be repeated, and feedback from previous students. Advisory committees commonly meet one or two times a year to review past offerings. At one college, an evaluation of a salesmanship seminar was conducted by shopping in the stores where the students were employed after instruction was completed.

Long-Range Planning

The day-to-day pressure of administering a community services program makes it difficult for the staff to participate in long-range planning. Yet the lack of such planning may result in a "seat of the pants" operation in which those groups who apply the most pressure get the most service. Long-range planning which provides for the establishment of goals, the setting of priorities after considering all areas of service, developing procedures for invoving both college and community groups, and seting up methods of evaluation can be important in giving the efforts of the staff direction and focus.

Chapter 4 Creating Linkages within the Community College

All for one, one for all,
that is our device.

Alexandre Dumas
The Three Musketeers

Linkage is the process by which various parts of a social system, such as a community college, learn to act as a single unit in order to achieve specific purposes — in other words, all for one, one for all.

A department or division of community services is a subsystem of a more inclusive social system, the community college. Talcott Parsons describes this system – subsystem relationship as follows:

> . . . for any given lower-level system in a system-subsystem hierarchy, the next higher order system is the most important part of the situation in which it must function . . . the higher order system in certain respects 'controls' the lower order system. [5]

Control by the higher order system — the community college — is a function both of the inherent characteristics of the institution which may either enhance or restrict community services, and of the linkage between community services and other dimensions within the college.

Inherent Characteristics of the Institution

There are characteristics of the community college as a whole which have a critical bearing on the effective development of a community services program, and on the potential for creating strong linkages between community services and other dimensions of the college. According to those interviewed, these include:

- Strong collegiate programs
- Overall commitment of college to community services
- Atmosphere of freedom to innovate, experiment
- Facilities adequate for public use
- Adequate financial base
- Location of college centers of service
- Campus environment.

Strong collegiate programs — The need for strong collegiate programs as a foundation for the development of community services was discussed previously. A community services pro-

gram must be founded on strong and comprehensive community-oriented programs in the liberal arts, vocational-technical areas, student personnel services, and general education. Supportive curricular offerings such as preparatory or remedial programs should also be regarded as important.

Overall commitment to community services — There is general agreement that, in reality, community services is the responsibility of the total institution rather than of the community services staff only. One administrator referred to this as the "philosophical idea of being involved in the community." Community services is based on a "total college philosophy which requires that all areas of the college get into the act."

Freedom to innovate — Since the structure of community services requires great flexibility in order to allow quick reaction to community needs, it is felt that community services programs should be free from "organizational tie-ups," such as requiring proposed changes or programs to go through a network of committee actions prior to approval.

Facilities adequate for public use — Community use of college facilities is one of the most common community services provided by the community college. This service is contingent, obviously, on having the necessary auditoriums, meeting rooms, and recreational facilities; and on the availability of these facilities for community use after the various demands of this type of space by the college have been met.

Adequate financial base — Community services require a financial commitment on the part of the college; therefore, it must have a sound financial base which will permit the orderly development of a program of community services without unduly restricting other essential college functions.

Centers of service, campus environment — Several administrators when questioned stressed the importance of providing off-campus points of service, particularly extension centers

to serve the disadvantaged. Others felt that creating a climate on campus which would make a "wide span of people feel welcome" was at least as important as providing extension centers. One administrator said, "One of the weaknesses of the community college has been its inability to create an appropriate campus climate and environment. I feel it is possible for a community college to have an exciting environment which will attract persons to the campus for various forms of educational and cultural programming."

Linkages Within the College

Decisions regarding college policy and structure made at the board and administrative level (as well as operational decisions made at the division or departmental level) determine the extent and form of linkage between other dimensions of the college and community services. The more often decisions are made with the best interests of the institution as a whole in mind, rather than the interests of a single area, the stronger the linkage between the functions become. Those contacted perceived the following factors as important in linking community services with various areas of the college:

Governing board support
Administrative support
Faculty involvement and interest
Community services as integral part of curriculum
Participation of students in planning community service programs
Proper placement of director in administrative structure.

Governing board support — It is essential that the governing board be informed and supportive. In a sense, the board should be continuously "educated" about the goals and functions of community services. In addition, board support depends partly on the ability of the director to sense what is acceptable to the board in terms of new programing. One administrator said, "You are on thin ice if the board constantly questions the scope of community services. You have to bring them along with you."

Administrative support — No other factor is more strongly recognized as a developmental factor than the commitment and support of the president or chief executive. One administrator said, "We started to move when we got a new president who *wanted* the college to have an impact on the community." Comments were related to the importance of having a president with imagination, one who was willing to take on the tough jobs in the community, who was able to "handle the heat" ("where there is movement, there is risk-taking"), and who had compassion for minority groups. The interviews brought out the fact that, while the president has an entry to certain groups and individuals in the community not available to the community services dean, he is also the target of criticism when there is adverse reaction to new programs; thus, he must be committed to community services and be willing to take risks at times in supporting new programing. Another focus was on the participation of top administrators in community service activities: "The top administrators should participate in community service programs. If we involve key people from the community, shouldn't we also involve key administrators from the college?"

Faculty involvement and interest — Faculty involvement and interest in community service

programs is more likely to be obtained through direct participation than through service on advisory committees. One administrator said, "Faculty members tend to think of community services activities as watered-down versions of what happens in their classes on campus. The best way to educate them is to involve them in a program as instructors." Many of those interviewed indicated that, after initial exposure, faculty members bring recommendations for community services courses or activities in which they would like to participate.

Integral part of curriculum — There was general agreement that community services should be defined as an integral part of the college curriculum. One comment sums up the ideas expressed regarding this factor: "I think it would be a serious mistake to separate community services from other programs of the college. There is no clear division between services to the community and to young people. Priority should be placed on integrating community services into the total life of the institution." One administrator, however, saw the possibility that strong linkages could create a problem: "There should not be a total blending; the community should realize the difference since we deal with critical *local* issues."

Participation of students — Community college students provide an often untapped resource for the generation of ideas for service and for participation in community action projects. A Michigan community college, for example, has a student-operated "Student Service Corps" which provides tutoring services to children in a ghetto in the college service area. Involvement of this type strengthens the linkage between community services and the students of the college.

Placement of community services director — The placement of the director or dean of community services in the administrative structure was considered to be a critical factor in the development of the community service programs. It was felt that this individual needs the authority and autonomy that is concommitant with placement in a top level of the administrative structure in order to deal effectively with groups both within the college and in the community. Reporting directly to the college president or to the dean of instruction was preferred, as was membership on the policy making "administrative council," made up of the president and second-level administrators.

Creating linkages within the community college is not simply a matter of winning over the board, administration, faculty, and students to get support for the community services program. These linkages should create changes throughout the college which will make it more relevant to today's world. If community services is to redefine the community college as we know it today, it must become the vehicle by which the total resources of the college are more effectively brought to bear on the life and problems of the community. It is clearly irresponsible to concentrate on specific community services programs while ignoring the fact that, according to present statistics, as many as 7 out of 10 students of lower socioeconomic status drop out prior to the completion of their community college program. If community services is to be more than a "patch on the tire," it cannot be viewed narrowly as the function of an isolated department; it must have linkages which influence the development of the institution as a whole.

Chapter 5 Linkages with Community Groups

The community college has special responsibilities because of its orientation and proximity to the people . . . Undoubtedly, where this institution is at its best it reaches out to the people who comprise its environment, involves them, identifies with them, is of them, and by them.

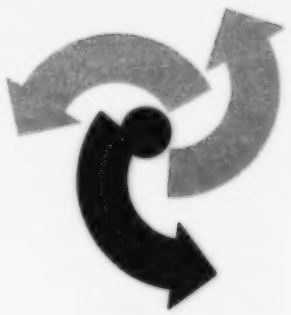
Edmund J. Gleazer, Jr., *This Is the Community College*

When Apollo 11 soft-landed on the moon on July 21, 1969, a common reaction of the man on the street was, "I didn't believe they could do it." There was a feeling that this glittering achievement was somehow beyond man's ability. Putting a man on the moon was the result of an immense concentration of human and physical resources from the business-industrial, scientific-academic, and military communities. The bringing together of the best talent from these diverse groups to focus on a single, clear goal resulted in an achievement which undoubtedly would have been unattainable by any of the groups working independently.

Our accomplishments in space provide a clear mandate for solving our earthly problems. If we can do it up there, we can do it down here. There is little question that there will be, from those representing the disadvantaged and the disenchanted, great pressure to move forward in bringing an equal concentration of human and physical resources to bear on our earthly problems in the areas of health, housing, education, employment, recreation, etc. And perhaps we will find on earth; as we have in space, that bringing together diverse groups into a working relationship will produce outcomes unattainable by various groups working independently. Further, we will find that the process of working together will result in positive changes in the groups themselves: schools, colleges, churches, business and industry, governmental agencies, and other service groups in the community. Developing working relationships with community groups is the essence of creating linkages in the community—it requires that the college involves itself with these groups, identifies with them, is of them and by them.

Power Through Organization

"I care, but there doesn't seem to be much I can do." This response of persons sensitive to current needs contains at least an element of truth; the power to cause societal change appears to be more a property of organizations than of individuals. The success of the mass social protest movements of the present decade, and the earlier labor union movement provide evidence of this fact. We are, as sociologists are wont to say, a bureaucratic society. Organizations have the responsibility for meeting most of the functional requirements of our society: economics, religion, education, law, government, and all organizations exist in an interorganizational environment. According to Robert C. Anderson, "Not only are organizations dependent upon this interorganizational



environment of society for their existence, the growth and/or decline of society is a function of the interrelationship found to exist among and between organizations comprising that society" [6].

Community colleges, then, operate in an interorganizational environment, and this environment is the milieu of the community services administrator. Linkages throughout this environment are possibly more critical for community services than for any other area of the college, since the degree and type of linkage conditions the nature of community services programing. And it determines, as well, the quality of interaction between the college and the community.

The Role of the Community College in the Interorganizational Environment

It has been asserted previously that community services is what the community college does in cooperation with other community organizations and groups, rather than unilaterally, in response to specific community needs. It assumes that the community college will usually lack the resources necessary to tackle all but the most superficial of community needs, and that it lacks the social license to play an extended role. That is, it is expected by the community that the community college will use the resources allocated to it to provide degree and certificate programs in academic and vocational-technical areas, and to provide certain supportive programs such as student personnel services.

It does not yet have the social license to use these resources for a unilateral frontal attack on community problems which require responses other than degree or certificate programs. Certainly the community college can legitimately provide short courses, seminars, concerts, etc.; these are important community services, but they cannot by themselves make an impact on the major problems faced by our nation. That is why the college's greatest strength in this area lies in its ability to work cooperatively, through a community services structure within the college, with other community organizations and groups which can also contribute human and physical resources.

When a community college representative says, "We must solve the problems of the slums," what role does he see for his institution? providing jobs and a requisite industrial base? development of physical facilities? changing planning policies related to population disbursement and rezoning? Is the community college role that of employer? urban planner?

politician? No, its role is that of educator: increasing the capabilities of persons both in the affective and cognitive realms of behavior, but particularly focusing on the securing and distribution of available knowledge, creating new knowledge, and assisting in the application of knowledge to community problems. That is what it has the social license to do, and this is what it must do well if it is to maintain its legitimacy in the community.

It is quite common to speak of the role of community college as a "catalyst" or coordinator in relation to other community groups. Coordination is extremely important, and yet assuming that this is exclusively the community college's role demonstrates at least a measure of naivete. It ignores, first of all, the fact that most cities have scores of coordinating agencies; the Lansing, Michigan, community services directory lists thirty. Secondly, it assumes that the solution to most community problems simply awaits the coordinating touch — that all the groups involved agree on what the problems are and what the solutions are, and that they simply lacked the foresight to get together until the community college came along. Actually, there is often a lack of such a delightful consensus; and so the community college must sometimes play the role of persuader, or even combatant, in relation to certain community issues. These statements are not intended to lessen the value of the "catalytic" role, but to suggest that it alone will seldom provide the primrose path to the solution of major social issues.

Levels of Linkages with Community Groups

The community college will obviously work more closely with some community organizations than others in carrying out its program. There would seem to be three levels at which such a relationship might exist:

1. *Communication:* The existence of some form of contact which involves knowing that the other organization exists, what its purposes are, and who the people in the organization are.
2. *Coordination:* Establishing dialog which has the objective of information giving and reaching general agreement on mutual roles. This level would involve face-to-face relations between the members of different organizations, exchanges through meetings, correspondence, or other forms of dialog.
3. *Program cooperation:* Establishing working relationships between organizations to deal with a mutually agreed upon need. This relationship of active cooperation is not constant; different configurations of community groups will find their interests merging depending on the problem and the resources necessary for its solution. On a day-to-day basis, each community organization will tend to pursue its own ends. At times, however, it will serve the self-interest of a group to add the resources of another to its own through a cooperative relationship directed toward the solution of a specific problem.

The community college is likely to have its closest linkage with other educational agencies in the community: school districts, area vocational-technical centers, colleges and universities, and libraries. Community services will be linked closely, for example, with the adult

education division of the school district, community schools, and university extension services.

Linkage will also exist with organizations having secondary educational objectives, such as YMCA's and YWCA's, churches, drama and art societies, business and industry, the courts, state employment agencies, professional groups, civil rights groups, recreation groups, welfare agencies, political parties, etc.

Linkages are created primarily with those groups in the community those objectives in some way are concerned with serving others. Groups organized primarily to serve the needs of its own members are less likely to seek or need working relationships outside of the membership.

Linkages with Community Groups

The following were cited by those visited as important factors in linking community services with groups and agencies in the community:

- Support of community groups and persons
- Acceptance by community of the college as an originator of community services
- Acting as well as reacting role in community development
- Political neutrality
- Cooperative planning and programing
- Public relations
- Community services staff participation in community affairs
- Use of citizen advisory groups
- Surveying community needs.

Support of key groups and persons — While it is important that community services be accepted by the college board, administration, and faculty as a mainline function of the college, it is equally as important that the program has the support of persons and groups in the community. In a real sense, the essence of a community services program is its relationships outside the college. The program depends on its acceptance by the community and its leaders. The college must project the image of an educational and cultural center of the community. One administrator said, "If you play the role of an educational and cultural center well, people will begin to realize that the college can do the job." Another person interviewed expressed the idea in a somewhat different way: "You should be out in the community so much that when anyone thinks of education, they think of the community college."

Acceptance as an originator of community services — For the college, acceptance as an originator of community services is obviously a prerequisite to playing an active role in the community. Those interviewed felt that the community college must, through community services, become an active participant in the affairs of the community. But what the college can do is dependent upon what the community *perceives* it can do and should do. This acceptance is often a long-term process of educating the community as to possible areas of service.

Acting role in community development — One administrator saw the college in a very central role in community development: "I believe it is the function of the community college to create a community. By this I mean that the college tries to create a complex of facilities that will serve the entire community and will also try to reach out beyond the campus to identify needs and then serve those needs."

Assuming that the community college has a legitimate claim to becoming an agent for community development, then what is its proper role in this respect? One administrator said, "Primarily, I think our job is to provide people with the skills or personal resources they need to get things done in the community." Another made a similar comment: "I think the community has to reach its own conclusions. We give them some inputs, or help them find inputs, that they can plug into the process of change." Still another said, "We are becoming a part of the conscience of the community. We remind them of what they are not doing." One administrator summarized the college's role as follows: "The community college is involved in the process of social improvement; it provides the tools for social change — people become more efficient and effective."

Political neutrality — "We don't have all the answers — we are educational specialists," said one administrator. Thus, solutions to problems often involve cooperative planning and programing between the college and other community groups. The college can often serve well the function of bringing together community groups because of its political neutrality. One administrator said, "Because we are outside the realm of politics, we can be effective in bringing about desirable changes in the community through finding new ways for groups in the community to work together."

Cooperative planning and programing — Developing new working relationships between groups in the community is a difficult, time consuming task. Said one administrator, "This relationship must be strong. Shallow relationships will soon be uncovered and the job won't get done. I would think nothing of working, for example, with schools and social agencies for six months to develop a program." Several administrators told of adverse reactions and accusations of "empire building" from persons in the community who saw the work of the community college as a threat to their place in the community power structure. One person interviewed said, "Conflict with politicians and governmental agencies is always possible when you get involved in helping people become more astute politically. It is very important that you keep these people informed as to what you are doing and try to involve them as much as possible." Another compelling reason for seeking new levels of cooperation within the community is that of economy. "Community Services looks at the community as a whole. By getting all organizations to work together so that service is coordinated, savings result which may be utilized for additional services."

Public relations—Good public relations, both within the college and in the community, was perceived as an essential factor in developing an effective community service program. Since community service programs are often short-term and nonrepetitive, there is a challenge to continuously find and attract new students. The emphasis is not, however, on slick, professional public relations, but on "telling the story" of what the college has to offer. One community relations director said, "My job is not to sell the college to the people because if you don't have something to start out with you have a hopeless sales job on your hands. I think the more fully we can tell the story of this college, the better community relations are going to be."

Numerous techniques are used by community service staffs in public relations efforts. Campus faculty newsletters, various flyers and brochures, visits to key persons in the community, social contacts, use of community leaders as college instructors, college speakers' bureau, bringing community groups to the campus, encouraging adult participants to share their college experiences with others, visual displays in libraries and downtown stores, close cooperation with newspapers, and thank you letters to speakers are examples of public relations efforts. One administrator writes "thank you letters" to each speaker, to the speaker's employer, and to his wife! Visibility is the vital factor; a continuous effort appears to be necessary to keep the community aware of community services and what it has to offer.

Participation in community affairs — Participation of the community services staff on an individual basis in community affairs is also an obvious, and important, linkage. One administrator, who is a member of several organizations in his community said, "We have to give of our talents to other community groups if we expect them to share their talents with us." Another said, "Through meeting people from the college who are involved in community affairs, people from the community often become involved in college affairs."

Use of citizen advisory groups — Advisory committees are college ties with the community and when organized into such groupings as the professions, recreation, fine arts, can help to identify needs in their areas of speciality and assist in planning programs that can utilize joint college and community resources.

Surveying community needs — Surveying community needs as they relate to community services is an extremely important linkage with the community. In the colleges visited, techniques used for the identification of community needs were simple and directed toward specific groups or problems. Techniques such as studying census information, reviewing publications and studies of the Chamber of Commerce, tabulating program requests, mailing questionnaire surveys, and reading newspaper stories were used. There was little evidence of intensive programs of community analysis. As one administrator said, "The needs we deal with are so obvious that we could not justify spending months studying the problem."

Certainly a great deal of data on which educational decisions might be based is available in the community. State employment agencies; utility companies; state, county, and city offices; and school district offices are examples of organizations that are likely to have valuable data already in existence. The lack of specificity in terms of how this data relates to possible community services programing, however, may result in a decision by the college to carry on its own needs survey. The goal of reviewing present data and of conducting needs surveys is to determine the feasibility of offering community services programs in the area of study.

In addition to surveying needs, it is also helpful to survey resources — to discover what is already being done in various areas of service. This will identify gaps of service, and most important it will also suggest areas where cooperative efforts with other agencies might be undertaken.

Chapter 6 Issues and Challenges

You see, black people are tired of a pat on the head and a kick in the pants. We are tired of the double-standard, patronizing, fear-motivated concessions of the white establishment . . .

Jeanne Saddler
State News, (East Lansing, Michigan)
April 14, 1969

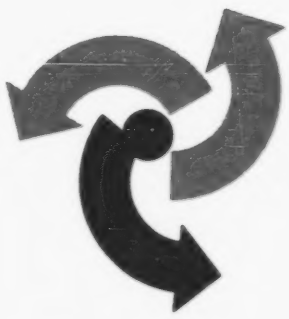
Service to black people, particularly those in disadvantaged situations, is one of the major challenges of the community college today. Whether it can deliver, through community services, more than a "pat on the head and a kick in the pants" is still an open question. In this and in other ways, community services in the community college is still just an exciting promise — performance as yet falls short of meeting that promise.

Several important issues now confront community services leaders — unresolved questions on which various positions or points of view may be taken. In addition, there are related challenges for those who administer community services programs to face as they look toward the future development of their programs. The purpose of this chapter is to present and discuss these issues and challenges.

Serving the Disadvantaged

The basic conceptions of the community college represent the antithesis of educational elitism often associated with higher education in America. The very core of the community college philosophy is a commitment to every citizen — to expand post-high school educational opportunities to persons at all socio-economic levels and to all segments of the population.

This commitment to the education of all citizens is expressed in the community college through a matrix of service from formal degree programs to participation in city improvement projects. Bus drivers, factory workers, clerks, secretaries, policemen, farmers, janitors, and



carpenters are served as are their sons and daughters. ADC mothers, unemployed and underemployed adults, and high school dropouts are served as well as business executives, engineers, teachers, lawyers, doctors, and their sons and daughters.

In reality, education in the community college has not always fulfilled this commitment. This is most unfortunately true in relation to programs for the poor. By and large, the community college is just now learning what serving disadvantaged groups is all about. It has been no wiser (but no more foolish) then other social and educational agencies in this regard. To be sure, not even the present surge of programing in this area is a product of community college concern and commitment alone; rather, it is in part a product of specific allocations of financial support by the federal government, and increasing demands from disadvantaged groups that the colleges become more relevant to their needs.

There is no question that community colleges today are perplexed and confused about their fundamental role with regard to race, poverty, and the inner city. This is a period of experimentation and grouping as meaningful and feasible roles are being established. One issue, then, revolves about the question of programing for those in the lower socioeconomic groups.

Issue 1: What is a "balanced" community services program — Should community services focus more on cultural program, short courses and seminars for business and industry, and lectures and conferences on subjects of general interest, or the tougher, less

remunerative, and less dramatic problems of the unemployed and underemployed, minority groups, and disadvantaged groups?

Community Services in the community college is confronted with the question of finding the appropriate balance between programs of an educational nature which are relatively risk free and which enhance the public relations efforts of the college, and programs which address the major social problems of our society.

Concerts, lectures, and short courses, conferences, etc., are clearly educational in nature and are legitimate activities of the community college. It can be said that the community college has no business getting involved in community development and in programs which are not purely educational. It does not have the human, physical, solutions to the major problems confronting our society. Further, it has no clear mandate from the public, which supports the college through its tax dollars, to become involved in new ways in the expensive programs that would be required to make a significant effort in this area.

And yet, in this period of rapid technological, economic, political, religious, and ideological change, the community college can play a vital and unique role in personal and community development. The point is not that lectures, swimming classes, and concerts are unimportant, but that community services in the community college has the potential to be so much more than one more pleasant and simulating experience for those who have already found so much pleasure and stimulation through our school system. J. Kenneth Cummiskey has stated:

> The group that is served does appreciate our services — we know how to talk to them and they to us. The group that is served is usually well represented on our advisory committees and more often than not the "thought leaders" and "decision makers" of our community. If our community services programs are intended to build community support for the institution, we are on the right track. If our purpose is to analyze and assist in the resolution of our community ills, we have hardly begun [7].

The assertion here is that, in addition to providing opportunities for the well-cared-for middle class to participate in educational, cultural, and recreational experiences, community services must also commit itself to the tough, nonremunerative, and undramatic problems of the lower socioeconomic groups in the community.

Financing Community Services

The development of community services in the community college is greatly influencd by its position in the institutional financial "pecking order." Where community service programing occupies a low-priority position in terms of allocation of funds, it is likely that little of significance can be expected beyond the traditional and "safe" types of programing. If community services programs are the "first to go" when budgetary reductions are necessary, the continuing and sustained effort necessary for growth and effectiveness is lost.

Issue 2: How should community services be financed — On a pay-as-you-go basis or supported through the tax structure?

Some would say that it is either desirable or inevitable that community service programs be

self-supporting. The rationale for this position is that community service programs are directed toward specialized interests or problems of various groups in the community; they are not, therefore, available or of interest to the general population. The public should not have to pay the cost of a short course on salesmanship or a lecture on oriental music because only select groups benefit from these offerings. Further, the limited resources of the community college are already being stretched to provide academic, vocational-technical, and counseling programs; these are the primary responsibilities of the community college.

Nevertheless, pay-as-you-go financing simply is not possible if community services is to be the "cutting edge" of the community college in relation to the community; the aggressive seeking of funding from outside sources on the part of many community colleges is a testimony to their recognition of this fact. Yet most community colleges, if they truly seek to play a critical role in human resources and community development, must begin to commit a larger portion of operating funds to this dimension of service. The public they serve must increasingly accept community services as a mainline function of the college, and support it within the tax structure. Further, state legislatures must provide financial support to community colleges carrying on community services, either on a student-clock hour or contact basis. In terms of financial commitment, this situation is analogous to the support given student personnel services in the community college. These services are provided because of a commitment on the part of community colleges to do so, not because of financial advantages. The same commitment should be true for community services; the type of program offered should be based on priorities of community needs, not on financial considerations.

The Boundaries of Service

It is the nature of community services that those functions to be included under its umbrella are constantly changing and expanding. Thus there is a resistance to classification and tight definition. While such an elusive stance with respect to the scope of community services is a somewhat realistic approach given the present "state of the art," it does allow its proponents to ascribe roles to community services in the community college which in reality would require the coordinated efforts of several agencies and groups.

This is most particularly true with respect to the problems of the inner city, and to the community college role in community development. In December, 1966, a group of community college administrators and planners met in Dallas to discuss the community college's commitment in the inner city. One obvious conclusion was that the problems involved were not the exclusive obligation of the community college.

> To be an instrument of social change the community college must take on a new dimension in planning its programs and its physical facilities.
>
> It must invade the educational vacuums where help is needed. It must reach out with expert, probing fingers and pull in students to get to the crucial source of social ills, and educational voids.
>
> Admittedly this is not easy, nor is it the exclusive obligation of the community college. But, working with agencies of the city, county,

state, and the federal government as well as other existing institutions, we must offer services on the spot, where they are needed [8].

Issue 3: What then is the proper role of the community college in relation to community development activities — Leadership in seeking solutions to all aspects of the problems faced by the community or extension and expansion of the educational resources of the community college to all sections of the community?

A statement by Edmund J. Gleazer, Jr., is illustrative of one role it might play:

> Because of its strategic setting and its basic aim of extending educational opportunity, the community college has leadership responsibilities in creative community development. It can serve as a center for analyzing local problems and for coordinating action programs . . . Moreover, the resources of competence of the college staff are available as these are sought and as they are relevant to problems under consideration. No institution today has greater potential as an integrative influence than the community college [9].

Still, the temptation to take on the role of a "super-government of tomorrow" and to further depart from educational approaches is ever present, particularly in view of the lack of community action on problems facing the disadvantaged. The community college role in community development can best remain an educational one: providing a center for analyzing community problems, developing the leadership capabilities of citizens, coordinating action programs, providing a forum for discussion of local issues, and making available to the community the expertise of faculty, and providing a variety of other educational experiences.

Terminology

In an earlier chapter, reference was made to the variety of titles used by community colleges to describe their efforts to provide services to the community beyond degree and certificate programs. Such terms as continuing education, community education, public service, adult education, and community services are used. The use of "continuing education" is very common, although the use of the term "community services" does appear to be growing in acceptance.

Issue 4: What term should be used to describe the services beyond its degree and certificate programs that the community college provides for its community — Continuing Education or Community Services?

The term "continuing education" is already understood and accepted by the community college and by its clientele. Adding another term simply introduces an unnecessarily confusing element.

The use of the term "community *service*" implies a subservient role on the part of the community college which is not consistent with necessary leadership roles carried on in this area; "continuing education" does not carry this implication.

Community services is in no sense a term unique to the community college; it has traditionally been used by governmental agencies and private service groups in the community. It does not communicate the educational nature of the services of the community college — auto service stations, hospitals, churches, and dog pounds all provide community "services."

Virtually any program of the community college which can be called "community service" can be called "continuing education" as well;

therefore, no useful purpose is served by adding another term.

Even so, "community services" is a unique term used only by community colleges to define a programing area; most four-year colleges and universities offer some type of "continuing education" program. Thus using the term "community services" identifies a unique community college program, rather than one that might be viewed as a copy of programs offered at four-year colleges and universities.

The term used by community colleges should be clearly distinguished from the term used by high school districts in defining their adult education activities. The term "community services" achieves this, whereas the terms "continuing education" and "adult education" are used interchangeably and do not provide this distinction.

Only the term community services really communicates the nature and scope of the programs being described; for example, services to ghetto youth, consultive services by faculty members to community groups, speakers bureaus, art galleries, community use of college facilities, community studies, and summer recreation programs for youth. These services have a broad range of clientele — youth as well as adults, full-time students as well as part-time students and nonstudents, organizations and business enterprises as well as individuals.

Continuing education, on the other hand, implies that only adults who have terminated their role as full-time students and now blend learning activities with other adult responsibilities are to be served. Community services implies no such dichotomy — there is no suggestion in this term that some in the community will be served and others will not. This is the type of term which will be required as the community college assumes its role as an educational and cultural center of the community.

Challenges

During the 1970's, the community college will continue the trend of the 1960's in playing an increasingly dominant role in community life, and will offer a broader range of educational services. More attention will be given to urban problems as the traditions of an agrarian society continue to give way to the here-and-now demands of our present-day industrial society. The specialized nature of services and activities in modern society will require more intensive efforts in cooperative planning. The community college will become a partner with local government, business and industry, citizen groups, and colleges and universities in generating and utilizing knowledge about the challenges faced by the community. In this partnership relationship, the community college will become an educational center of the community — a center for community study, planning, and action. Its essential role will be one of educational support. This need for this role was highlighted in a speech by Mayor Carl B. Stokes, Cleveland, Ohio, at the 1969 convention of the American Association of Junior Colleges:

> It has been my experience time and time again that community groups have been able to bring issues to a point of crisis but then lack the knowledge to translate protest into program. If citizen participation and community self-determination are to work, there must be strong educational support.

Many of the challenges faced by community colleges in developing their community services efforts relate to its integrative role in community life, and to establishing the necessary communication networks within the college and in the community to enhance the ability of the college to play this role. Still, other challenges relate to the *quality* of community services programing. Basic groupings of these challenges are as follows:

Leadership

1. More effective research approaches to analyze community needs
2. More effective long-range planning of programs to avoid "shotgun" approaches, false starts, and disintegration of focus
3. Improved designs to establish objectives and evaluate community service programs
4. Improved methods of teaching which make educational experiences more relevant to the problems faced by those being served
5. Increased use of the community as an educational laboratory in community service programing
6. Increased creativity in conceiving and implementing community service programs
7. Increased willingness to embark on programs having high financial risks; to offer programs which are controversial in nature
8. Increased scope of community services, particularly as it relates to the inner city
9. More effective efforts to increase faculty sensitivity to the needs of those being served.

Linkages within the college

1. Increased faculty and student commitment to community services
2. Greater use of talent resources of faculty
3. Greater administrative, faculty, student involvement in planning and promoting community services
4. Greater college financial commitment
5. Greater college commitment in terms of providing facilities
6. Improved information services to college administrators, faculty, students.

Linkages within the community

1. Increased efforts to be of service to disadvantaged groups and to the black community; create an image of community services as directed toward all segments of the community; attract groups not previously involved in the programs of the community college. This challenge is expressed by Andy Goodrich, Michigan State University, as follows: "An inner city community services program must from the start have strong and dedicated institutional support. This commitment must extend beyond the stage of rhetoric and beautifully phrased philosophies. It must be solidly expressed in the institution's budget and, through a comprehensive outreach approach by the entire college, extend services to that element of the community not represented by any structure or organization, *the poor*"
2. Improved information service to all segments of the community; specialized information service appropriate to each group (i.e., aged, blue collar, disadvantaged, etc.)

3. Increased efforts to cooperate with other community agencies
4. Increased efforts to create an image of willingness and commitment on the part of the community college to work toward the solution of community problems, and to assist citizens in achieving their potentials.

Much of our attention in community services currently focuses on the problems of race, poverty, and the inner city. There is also, however, a continuing need to relate the challenges above to more innovative and effective approaches in providing cultural, recreational and enrichment programs and services. Can the community college meet these challenges? The testimony of Carl Stokes speaks eloquently for its potential in the inner city; his statements might be equally applied to the broader spectrum of community services:

> I firmly believe that there is no group better suited to be of immense help to those of us engaged in meeting America's greatest challenge — the urban crisis — no group better suited in terms of philosophy, past performance, background, and commitment than you who are engaged in and by our junior colleges.
>
> Let me praise you for your commitment and for your performance. Let me urge and plead with you to increase that commitment and improve upon that performance.

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E. Professional Resources

AAJC *Clearinghouse on Community Services* (J. Kenneth Cummiskey, director, American Association of Junior Colleges, One Dupont Circle, N.W., Washington, D.C. 20036). The AAJC Clearinghouse on Community Services (ACCS) is a product of the American Association of Junior Colleges' Project in Community Services funded by the W. K. Kellogg Foundation of Battle Creek, Michigan. Through the AAJC Clearinghouse, policies, programs, and procedures in community services are compiled and made available to the community college. Publications to assist community colleges and their community services coordinators are produced and distributed. Information on consultant services, conferences and workshops, sources of financial support, innovative programs, graduate study opportunities, and research projects is transmitted to the community colleges. The AAJC Clearinghouse (ACCS) responds to requests from community colleges for information on community service activities by providing (a) information of general interest to community colleges through newsletters, special publications, *Community Services Forum, Clearinghouse on Community Services, Community Services Working Papers, Directory of Community Services Leadership in Community and Junior Colleges*, (b) regional and national conferences to further the sharing of information on community college policies and programs in service to their communities, and (c) a referral service for institutions desiring consultant services. The AAJC Clearinghouse utilizes the services of the ERIC Clearinghouse for Junior College Information at UCLA and the ERIC Clearinghouse on Adult Education at Syracuse University, when the information desired can be provided from these sources.

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- encouraging community programing in community junior colleges
- encouraging community involvement as a total college effort
- educating the public to the potential of community programing in community junior colleges
- encouraging a coordinated attack on pressing community problems by the community junior college and other agencies, institutions and groups committed to the resolution of these problems
- promoting federal, state and local legislation to support community service programs as a regular function of the community college
- establishing the community service function of the community college as an accreditation criterion for the college
- stimulating professional interchange among community service practitioners
- promoting closer relationships among state, regional and national associations devoted to similar goals.

The Council can be contacted at the American Association of Junior Colleges, One Dupont Circle, N.W., Washington, D.C. 20036. Phone (202) 293-7050.